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# COMMUNITY FACILITIES

## NEW BERN, NORTH CAROLINA

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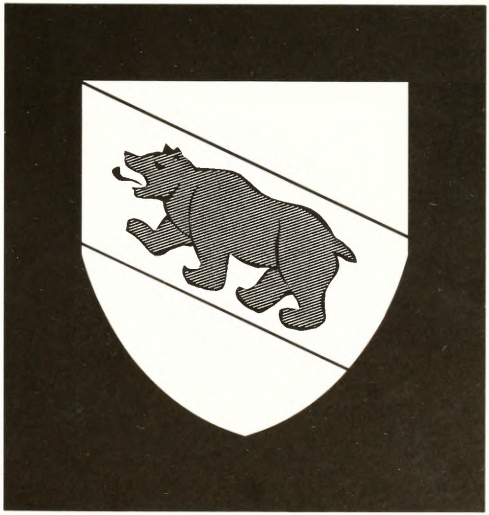

NEW BERN, NORTH CAROLINA

Prepared For

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# INTRODUCTION

Shortly after man first banned together to form villages he found it necessary to provide community facilities. Community facilities are those services, the need for which arises out of group living, which can best be provided collectively rather than individually. Some of these facilities, such as water and sanitary sewerage systems and refuse disposal, are urban services. Others, such as police protection, schools and libraries, are associated with both urban and rural areas.

The facilities discussed in this report are those services expected by urbanites. Because the mass transportation and gas systems are privately owned, they are merely discussed with no recommendations. Schools, libraries and public health services, while vital to the City, are functions of the County Government. Recommendations were made for the City in regard to these services. The remainder of the facilities are City-provided.

One very important facility, recreation, has been omitted from this report. The Planning Board, recognizing the importance of this facility, has requested a special study of the recreation system by a private consulting firm.

It is appropriate that New Bern has initiated its planning program by requesting as one of the first studies an analysis of the community facilities. These are important yardsticks used to measure the City's livability. Through the provision of a higher level of services, New Bern will be a more desirable City in which to live. The creation of a more desirable city is one of the primary steps to be taken in providing a home for new industry. Substantial industries do not seek grants or gifts in the form of land, buildings or tax reductions. An industry that will be an asset to a city will want to pay its own way and be a good neighbor. Rather than look for gifts, these industries look to how desirable a place the city will be for its employees to live. Such things an industry might examine are the level of community facilities and the efficiency and effectiveness of city administration.

The not-so-desirable industries will not diversify a city's economy; they will drain it by seeking handouts. Because industry seeks a good city in which to locate, this plan is calculated to make New Bern a more desirable City in which to live, work and play.

The growth consideration upon which this plan was based were devised by the Demographic Section of the Division of Community Planning. This was done by examining the past population trends. Based upon the projection of past trends, New Bern's population will increase about two hundred by 1980.

The future, and for that matter even the present, is different from the past since New Bern now has an active, continuing, comprehensive planning program. Planning is not a panacea; it is not mysterious nor magical, but it does precede progress. Just as no one would build a house without plans, no one should build a city without plans. If house construction were to precede the plans, utter chaos would result; and progress does not come from chaos. The same intelligence must be used in building the much larger and longer-lasting investment of the city. In this process of building a progressive city, it may be necessary to redevelop some of the older, deteriorated sections.

As New Bern proceeds through the effectuation of its planning program, it will, upon completion of each phase, become a more desirable City. As this comes about, people and businesses will want to locate in New Bern, and the projected population increase may be realized within two rather than twenty years. For this reason, the community facilities program was developed on the needs of people, not time. This does not mean that New Bern should wait until the population reaches a given number to provide these facilities. The complete effectuation of this plan for the present population would in no way be too soon.

## GOVERNMENTAL ORGANIZATION

The governmental facilities of a city are of prime importance in the provision of all other community facilities. Without a stable, well-organized governmental structure, the city will be lacking in most other facilities; and furthermore, the ability of the city to provide better facilities will be hindered.

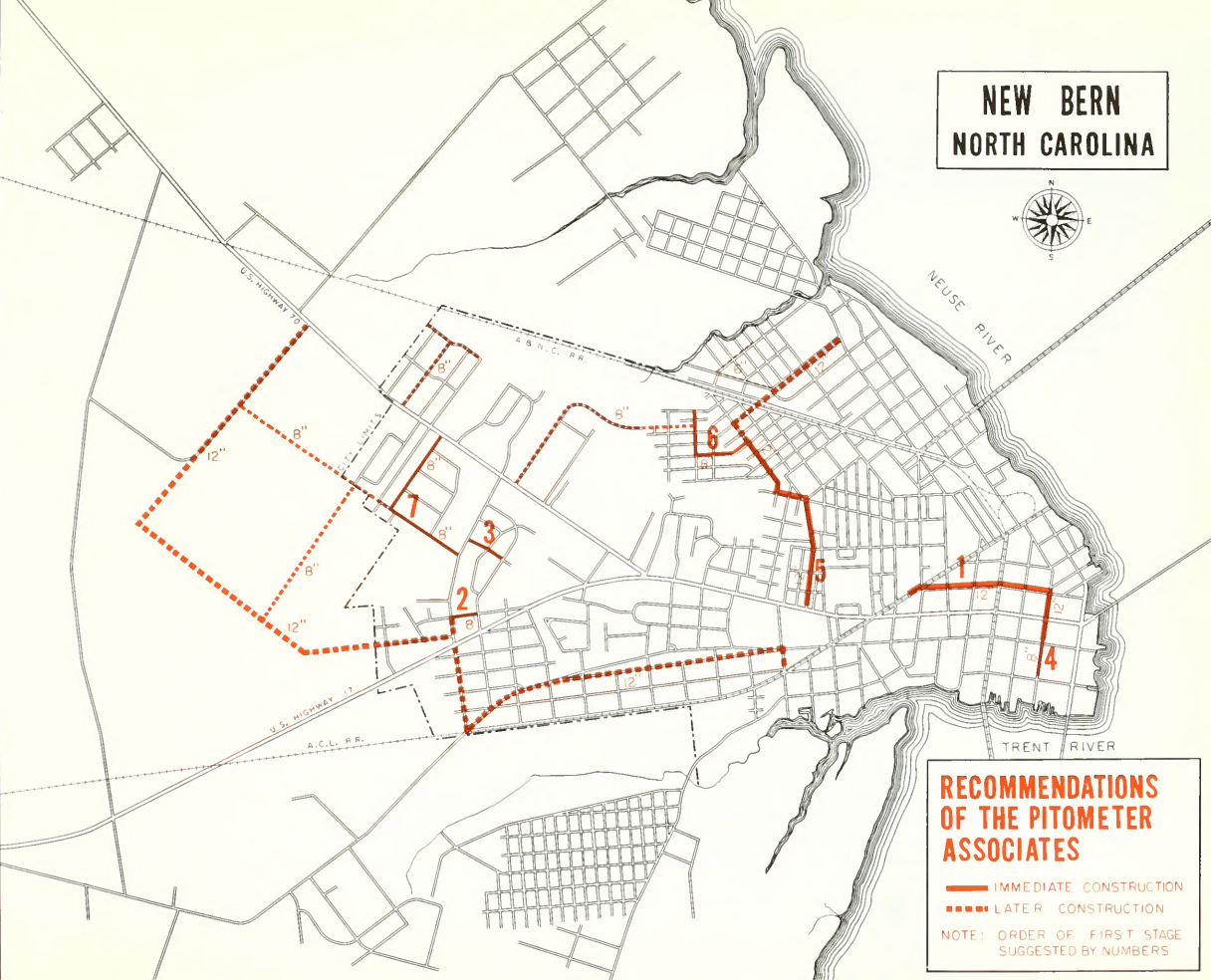
The council-manager form of city government which New Bern uses in a slightly modified form is very similar to a large corporation. The voters, stockholders, elect their Board of Aldermen, the board of directors. The Board of Aldermen determines the policies by which their "business" is to be operated; and they hire a manager, an executive, to carry out these policies. The manager in turn hires the professionally competent technicians necessary to do the work.

The primary difference between a city government and a private business is that a business must make money whereas a city government does not. Governmental spending has become a point of great discussion because there are those who wish to reduce governmental spending and thus reduce taxes. Yet, urban dwellers everywhere want and demand an increasing amount of community facilities and services. Obviously, no city can provide better services without increased revenues. It is doubtful if even the existing level of service can be maintained without increases. More and more people are realizing that to provide a higher level of municipal services, taxes must be increased. Upon realization of this fact, urban dwellers are generally willing to pay for these services.

The governmental organization of a city determines its ability to provide the necessary financial resources for increasing community facilities and services. Obviously, a city must maintain a sound credit rating in order to have the best financial means possible when large capital outlays are needed for new or improved facilities and services. Also, the governmental organization which a community uses must provide a continuity of local governmental policy in order to achieve many of the community's long-range objectives.

At the moment, New Bern's citizens elect a mayor and five aldermen for two-year terms. As the City Charter reads at this time, it would be possible to have a complete change of the Board of Aldermen every two years. This situation does not lend itself to a stable, forward-moving government. The two-year term of office does not give the Board of Aldermen adequate time to formulate and carry out comprehensive programs; nor does the possibility that their policies will be reversed completely within two years lead to a continuity of local governmental policy. This situation could be improved greatly by changing the terms of office for aldermen to four years while continuing aldermanic elections every two years. Such a change would provide overlapping terms of office which would reduce the possibility of major changes in policy that would retard city advancement. Also, if the mayor is a non-voting member of the Board of Aldermen, there should be an odd number of aldermen. A more preferable arrangement would provide for an even number of aldermen where the mayor would vote only in the case of a tie vote on an issue. Due to shifts of population within the city and to the relatively recent annexation, New Bern should consider a revision of its wards in order to give a more equal representation to the community's citizens.

In city government as in a corporation, there is certain protocol or a chain of command that must be followed. Since the city manager is responsible for the proper functioning of his "business", he should be given a free hand in selecting the personnel who perform the normal city operations. The Board of Aldermen should not appoint any city employees other than the city manager. This strict adherence to the council-manager form of local government should provide facilities and services to the community with economy and efficiency. A great deal of confusion can result when some of the city's employees are not directly responsible to the city manager. When the council-manager form of local government is strictly followed, the full responsibility for the city's operation is placed squarely in the hands of the city manager. This ability to pinpoint responsibility is extremely important in being able to provide the best service possible to the community's citizens.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RECOMMENDATIONS OF THE PITOMETER ASSOCIATES
IMMEDIATE CONSTRUCTION
LATER CONSTRUCTION
NOTE: ORDER OF FIRST STAGE SUGGESTED BY NUMBERS

## Introduction

No other single resource is so necessary to the everyday life of a city as water. In some areas of the world, water is in such short supply that cities are spending millions of dollars to find an adequate supply. This search is often carried on several hundred miles from the city itself. This is not desirable but vital to the future of these cities.

## Requirements

Generally speaking, water must be available to a city at the rate of one hundred gallons per person per day. This does not mean that each person uses one hundred gallons each day. One hundred gallons per capita per day is a citywide average and includes commercial and industrial consumption. The treated supply must be safe, clear, potable and preferably soft.

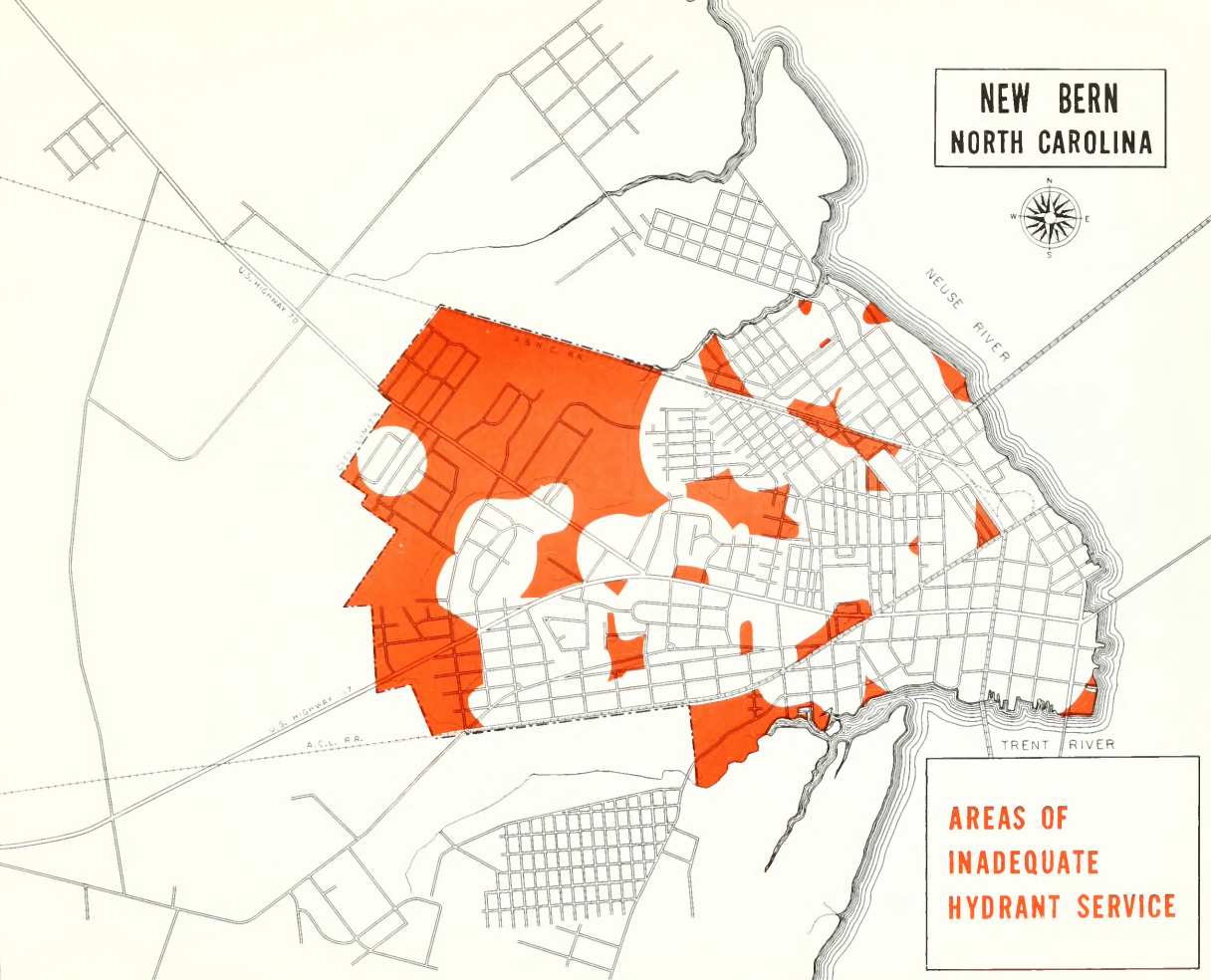
## Sources

There are two sources of water that are available to a city: surface water such as rivers and lakes and ground water from wells and springs. Surface water is frequently polluted, thus requiring more extensive treatment. As a result of heavy upstream pollution and a high saline content during part of the year, the surface water available to New Bern is unfit for domestic use and the City must look to other sources for water. It is possible, however, that with new developments in water treatment, New Bern may look to its rivers for a supply of water during this planning period.

New Bern's source of water is nine wells located to the northwest of the City. These wells, located one thousand feet apart, are from ninety to one hundred and thirty feet in depth. Their combined production is 1,950,000 gallons per day. The peak demand now is 1,500,000 gallons per day. Because of the impending danger that the supply will become brackish, the City is in search of new wells. Wells previously operated by the City have had to be abandoned in the past because of the salt-water intrusion.

## Treatment

Because New Bern's water as it comes from the wells does not meet all the requirements of being safe, clear, potable and soft, it must be treated before distribution. The water treatment plant is located near the wells on U.S. Route 70 just west of the City. Because the water is obtained from the ground, relatively minor treatment is required. The treatment consists of the following: zeolite for softening, aeration for odor control, chlorination for control of bacteria, and sodium hydroxide for adjustment of the pH. A fluoride compound is added, not as treatment, but as a means of reducing dental caries. After receiving treatment and fluoridation, the water is pumped into the storage and distribution system.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A.C.L. RR.
TRENT RIVER
AREAS OF
INADEQUATE
HYDRANT SERVICE

## Storage

The water storage facilities consist of a 300,000 gallon underground, clear-water reservoir located at the treatment plant and a 500,000 gallon elevated storage tank located on Queen Street between Bern and West Streets.

## Pressure

In order to deliver the water to all areas of the City, a certain amount of pressure must be maintained throughout the system. This pressure is effectuated through a system of electric pumps and elevated storage. This pressure is never below forty pounds per square inch and usually is between fifty-five and sixty pounds per square inch.

## Service Area

The service area of the City's water system closely approximates the City Limits. There are several water mains outside the City; however, no further extension of the service area is expected at this time. Customers outside the City are required to pay for their water at a higher rate than persons living in the City. These fringe area rates are as follows: fifty percent higher than the City if electricity is City-supplied and one hundred percent higher if electricity is supplied from some other source.

## The Distribution System

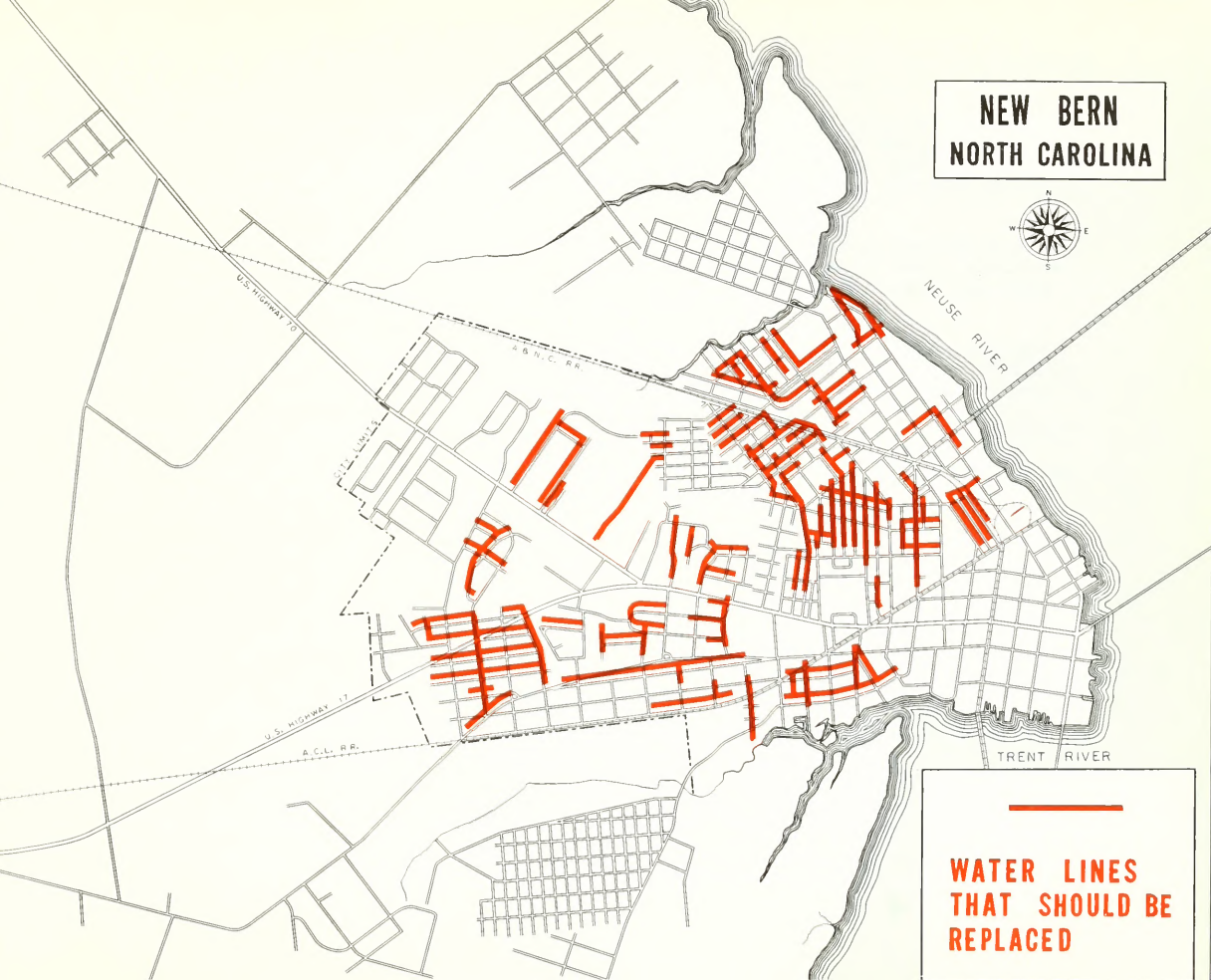
The distribution system consists of an interconnected series of water mains varying in size from fourteen inches to less than two inches in diameter.

Because the water distribution system in New Bern is very old, many lines are not of sufficient size to provide a proper supply of water in case of fire. In order to meet modern standards, all water lines of less than six inches in diameter should be replaced. Other lines possibly will require replacing because they have become partially clogged as a result of many years of use.

Even though hydrants are for fire protection, they are taps on the distribution system. In order to give minimum fire-protection service, hydrants should be placed not more than one thousand feet apart. In no case should a structure be located more than five hundred feet from a hydrant. The map on the opposite page indicates areas of the City that do not meet this minimum requirement.

## Recommendations

In order to insure that there is an adequate supply of water for consumption and fire-fighting purposes, the following recommendations are made: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WATER LINES
THAT SHOULD BE
REPLACED

1. Supply. Efforts should be continued until new well sites can be found. The existing supply should be used until such time as the water is no longer safe; then conversion to the new wells should take place.

2. Treatment. Within this planning period, it will become necessary to replace parts of the treatment plant. A program of replacement should be worked out at the earliest possible time so that replacement will occur before the parts wear out. When the new supply is put into use, additional treatment or reduction in treatment may be necessary. In the event of reduced treatment, chlorination and fluoridation should be continued.

3. Storage. An additional storage facility to accommodate 500,000 gallons should be provided in another section of the City. This would give the City a supply of approximately one and one-third million gallons of water, which would really only last for a short time in case of emergency. This extra storage facility should be provided by the end of this planning period.

4. Distribution. The Pitometer Associates have been engaged by the City to make recommendations with regard to water distribution. The recommendations of this firm should be carried out as rapidly as possible. A map indicating the firm's recommendations for new water lines is shown **before page 5.**

In order to bring existing lines up to standard, all lines of less than six inches should be replaced by mains of at least that size. These are shown on the map on the opposite page. In addition, water hydrants should be placed in all areas of insufficient coverage as shown on the map opposite **page 6.** In some areas this will necessitate the installation of additional water lines.

## Introduction

The sanitary sewerage system of a city consists of a network of sewers and a method of disposal. Usually, sewage flows by gravity; however, it is sometimes necessary to install pumping stations in order to overcome topographic obstacles.

Sewage is simply the water supply which has been contaminated by domestic, commercial and industrial wastes. Sewage contains highly putrescible matter and must receive special treatment in order not to create a nuisance. Because of the practice by many cities and industries of discharging raw sewage into streams, many waterways have been rendered useless as water supplies as well as places of recreation.

## Sewers

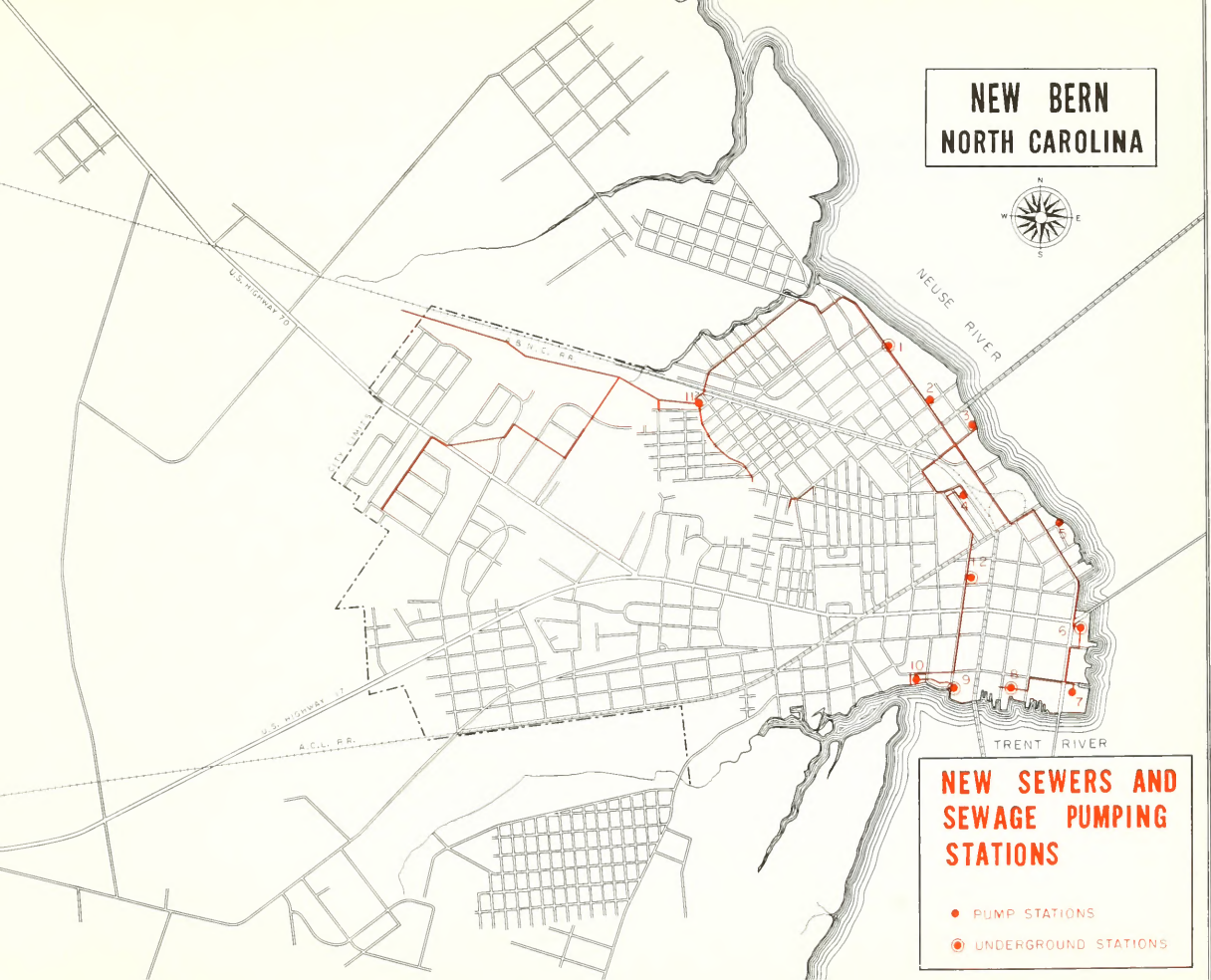
Sewer lines receive their names from their function and location within the system. Building sewers or laterals lead from the plumbing systems of buildings to branch sewers. Branch sewers connect the lateral lines with trunk sewers. The sewage is carried to the treatment plants or to the outfalls in interceptor sewers. In addition to carrying sanitary sewage, some systems must also carry storm water. These lines, called combined sewers, are outdated and inefficient. In combined sewers, because of the volume of water in the lines when there is a storm, it is necessary to bypass the treatment plant completely, thus discharging raw sewage into the streams and defeating the purpose of treatment. Also, these combined sewers have been known to emit obnoxious odors through the storm drains located in the streets.

## Treatment

Primary sewage treatment consists of passing the sewage through screens and a grit chamber to remove large and suspended matter and then into a primary sedimentation tank. The effluent from the sedimentation tank receives chlorination and is discharged into the stream. Because this method of treatment gives only partial treatment, secondary treatment is frequently employed. The secondary treatment is through biological action either in an activated sludge tank or with trickling filters and secondary sedimentation. The effluent is chlorinated and discharged to the stream while the (sludge) sediment is dried and disposed of as fill material or fertilizer.

## New Bern's Sewerage System

Very little is known about the size, location, age and type of the sewers in New Bern. The only ones that have been definitely located are where new lines must be installed in order to carry the sewage to the proposed treatment plant.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NEW SEWERS AND SEWAGE PUMPING STATIONS
PUMP STATIONS
UNDERGROUND STATIONS

At present, the raw sewage is discharged into the rivers. However, as a result of a favorable vote in a recent referendum, the City will have a sewage treatment plant in operation by September, 1964. In order for this new plant to operate, a series of interceptor sewers and pumping stations must be constructed. These are shown on the map on the opposite page.

The treatment plant will employ secondary treatment in the form of high-rate trickling filters. It will also have a sludge digestion tank. The original construction will be to a capacity of four million gallons per day but will be expandable to eight million gallons per day.

## Recommendations

In order to obtain adequate sanitary sewerage service, the following recommendations are made:

1. Sewers. Because there is so little information in existence concerning the sewers of New Bern, a survey is now underway to locate and determine the condition of the sewers. Doubtless, some of New Bern's sewers are of the combined type and should definitely be replaced. If, upon location, the mains are found to be in poor condition or are not large enough, they should be replaced.

2. Treatment Plant. The new treatment plant should be sufficient throughout the planning period. Care should be given in regard to the types of sewage accepted by the City since certain industrial processes pollute water with chemicals that destroy the bacterial growth in the trickling filters, thus destroying the effectiveness of the secondary treatment.

## Introduction

Ordinarily, rain water is either absorbed by the soil or drains by gravity into the waterways. In a city, however, the water in most areas is unable to reach the soil because of pavement and buildings. Since run-off water is much greater in the city, storm sewers and open-drainage canals must be constructed to carry this water.

Millions of dollars of damage is suffered throughout the country each year because of flooding. Most of this damage results not because the water could not be kept away from man but because man had invaded the natural flood plain of the streams. More and more cities are recognizing this fact and are enacting and enforcing flood plain ordinances that restrict construction of buildings in the natural floodways of streams.

## The Problem

Because New Bern is both low and flat, storm water in many areas cannot drain off rapidly enough. During a heavy rain, many sections of the City become flooded with several inches of water because of inadequate storm sewerage. This problem of flooding is compounded when, as in a hurricane, tides are abnormally high.

The design of a proper storm sewerage system is a very complex problem and should only be done by competent engineers. To haphazardly install storm sewers without the proper engineering considerations can prove to be a waste of money.

## Recommendations

In order to help alleviate the storm drainage problems of New Bern, it is recommended that the City engage the services of consulting engineers who are specialists in storm-drainage problems to devise a storm-sewerage system for the entire City and surrounding urban development. Upon the completion of such a study, the City should move with all deliberate speed towards the enactment of the recommendations of these engineers.

In addition to this, New Bern should amend its zoning ordinance by adding flood plain provisions in order to control development along its waterways. Such control or regulation would help to minimize potential flood damage.

## Introduction

It is only when one is denied the use of electricity that one understands how vital this commodity is to modern life. When service is disrupted for any reason, lights, televisions, radios, razors, most refrigerators, air conditioners, furnaces, and in rural areas even water pumps stop working. At this point we come to realize our great dependence on this source of power.

## Service

The City owns, operates and maintains the electrical distribution system for New Bern and a surrounding area that extends northwestwardly to Washington Forks, southwestwardly along the north shore of the Trent River to Trent Woods (Country Club Heights) and along the south shore into a small portion of Jones County, southwardly to and including about 20 per cent of Havelock. Until recently, the service area extended much farther to the northwest. However, the City found it necessary to sell these lines in order to finance a water storage tank and other public improvements.

Until 1948, the City generated its own power, but this operation was abandoned as uneconomical and inadequate. The City now has a medium-term contract with a private electrical company for the actual power supply. This is a service that is very necessary to the City. The revenue from the sale of electricity each year provides more than half of the City budget. A study made recently by the Office of the City Manager indicated that if electrical service were provided in New Bern by a private company, taxes would more than double while the electrical rates would remain approximately the same.

Because such a small amount of the revenue received from the sale of electricity has been returned to this department for operations, extensions were made in service without the benefit or proper engineering considerations. As a result, the City has had to employ first consulting engineers and finally a full-time electrical engineer. Even though many improvements have been made in service since that time, service is not yet at an optimum.

## Policy on Extensions

The policy on extensions of electrical service as established by the City is that service will be extended one mile in order to acquire four new customers. However, this is not an ironclad rule. If a road is a public one and a potential exists for development, the City will construct lines to initially serve one or more customers along the first mile.

Recommendations

In order to provide the best possible electrical service to the citizens of New Bern, the following recommendations are made with regard to electrical service:

1. Substation. To provide greater efficiency of service, an electrical substation has been recommended in the plans of the Electrical Engineer and should be constructed in the southeastern corner of the City. Electricity is lost in transmission from one place to another; the greater the distance, the greater the loss. With the construction of this substation, electricity will be transmitted a much shorter distance to the Central Business District, thus effectuating a savings to the City.

2. Loop-Feeders. Loop-feeder lines should be installed from the point on Glenburnie Road where the existing 22.9 kilovolt transmission line terminates to the line in the Riverside section of the City, thence from the existing Riverside Substation to the southeastern corner of the City, as mentioned above, with an additional short-tie feeder from this point to the Havelock line at the foot of Hancock Street. As the system exists, if a break in service occurs, all customers beyond the break are without electricity. When this happens, the meters stop turning and income is also stopped. When the connections are made, power will flow from the other direction, thus limiting the break in service to a few customers.

## Introduction

Natural gas has become of increasing importance because of technological advances that have made gas available for a greater number of purposes. Natural gas is now not only available for heating and cooking but is also used in refrigeration and air conditioning. The availability or natural gas makes New Bern a more desirable city in that the people have the option of using either gas or electricity or any combination of the two. The competition between these two utilities will insure to the people of New Bern the best service at the most reasonable rates, whether the service is provided by gas or electricity to home, business, or industry.

## Service

Natural gas service is provided in New Bern by a private company whose franchise area extends three miles beyond the City Limits. The company purchases its gas from a transmission company and in turn retails it in the service area.

In September of 1959, the company converted from manufactured gas to natural gas. When this conversion was made, the average domestic bill was reduced by 25 per cent. Since that time, gas consumption in cubic feet has tripled. The peak output of the company is about one million cubic feet per day, but they have the ability to supply four million cubic feet of gas per day.

## Extensions

Generally, the company will extend its mains one hundred feet for each new customer. A main would be extended farther, however, to add a large user of gas. In any event, the gross revenue for the first three years must pay for such extensions.

## Future

Because this company has only been in operation here since 1958, it does not serve its complete franchise area. The company plans to extend the mains to make gas available to all of its franchise area within the planning period.

## Introduction

Street lighting has undergone many changes in recent years. The old-fashioned, incandescent street lamp that did little more than shine in bedroom windows is as obsolete as the horse and buggy. New developments in street lighting include filament, mercury and sodium vapor, and fluorescent lamps. The development of these types of luminaires has done much towards making the city well lighted and thus safer at night.

## Purpose

Even though street lighting is a non-revenue producing service of the city, when done properly it can pay in dollars and cents to the public. Adequate street lighting is of prime importance for two reasons. First, it is generally recognized that crime flourishes under cover of darkness. With good lighting on streets, sidewalks and alleys, crime is not afforded the protection of darkness. Second, night driving is much more dangerous than day driving. If proper lighting is provided along major traffic arteries, at intersections and at railroad grade crossings, many accidents can be prevented.

## Program

In 1957, the City launched a program for the installation of mercury vapor lamps throughout the City. This program, while lagging at the present, is expected to be completed by 1967. When completed, major trafficways and the Central Business District of the City will have lamps placed not more than one hundred feet apart. According to the program, all intersections in residential areas will be lighted; and if a block is over three hundred feet in length, an additional lamp will be placed in the middle of the block.

An additional lighting service is provided by the City. A private citizen can contract with the City for the installation of mercury vapor lamps in order to light his private property. For a monthly fee, the City will install and maintain the lamp and supply the power. These lamps are equipped with a photo-electric cell that automatically turns the light on at dusk and off at dawn.

## Recommendations

To insure that New Bern is adequately lighted at night, the following recommendations are made:

1. Residential Lighting. In order to provide maximum lighting of streets and sidewalks in residential areas, a lamp should be placed at all intersections and in the middle of any block in excess of two hundred and fifty feet.

2. Hazardous Areas. Special treatment should be given areas such as railroad grade crossings which are hazardous at night. This special treatment would be either increased lighting, a different shade of lighting, or some other form that will give warning to motorists of the potential danger.

3. Equipment. The City should operate adequate equipment to provide proper upkeep and maintenance of the street lighting system. This equipment should be purchased and in constant use in a program of preventive maintenance before the street lighting program is completed.

## Introduction

Refuse is the general term applied to solid waste resulting from everyday urban life. Its collection and disposal is of great importance from the standpoint of sanitation as well as city appearance. A city that is cluttered with refuse because of infrequent collections and one that has poor disposal methods presents a definite health hazard by providing harborages for insects and rodents. Imminent danger of epidemic is present because of the high concentration of population in the city. This clutter about the city presents a poor appearance to visitors and transients as well as to prospective industries.

The collection of refuse may not appear to be a complex operation; however, much consideration must be given to the scheduling of routes and the actual method of collection employed by the city. In some cities, refuse collection is done through contract with private collectors; however, it is preferable that this service be provided by the city.

## Collection

There are four methods of collection in general use. These range from collection of refuse at the back door to collection on the street curb. In the latter instance, the containers must be placed at the curb and returned by the residents. As might be expected, the most time-consuming and expensive method is complete service by the city. The method employed by a particular city would depend upon the desires of the people as well as tradition and the funds available for sanitation.

New Bern Employs Two Methods. Garbage is collected at the back door while rubbish is collected only at the street. These collections are made by different crews in most areas of the City. This phase of the sanitation program employs twenty-seven uniformed men and six garbage trucks, four trash trucks and two combination trucks.

The schedule of collections is set up so as to provide a minimum of two collections of garbage per week in all single-family residential neighborhoods. Since the whole city can be collected twice in less than a workweek, the cycle is started again thus providing three collections per week for some areas. Because of the greater density of population in apartment areas, these areas receive more frequent collection. Rubbish, however, is collected twice a week. All businesses and industries receive daily collections of both garbage and rubbish when necessary.

Two Problems with regard to collections from businesses are of paramount concern. First, although this service is provided out of the general fund of the City, many businesses require far more than their fair share of service. One such business was chosen as an example. The cost to the City for removing refuse from a particular chain food store amounts to not less than $2,600 each year. This same business returns only about $1,025 to the coffers of the City in property tax payments.

The second problem is the storage of refuse for collection in business areas, particularly in the Central Business District. Because many businesses have inadequate or no storage facilities for their refuse, trash frequently becomes air-borne and is scattered over a large area. The crew of the collection truck must then spend time gathering the rubbish from alleys and narrow passageways. Some of the gathering of trash in the Central Business District is necessarily left to the street sweeper.

Disposal

The disposal of refuse must be in such a manner as not to create hazards of any kind. If disposal were left to the individual, air pollution would result from uncontrolled incineration and open dumps would appear throughout the city and surrounding area.

There are several accepted methods of disposal of which some will be mentioned here. Incineration, the complete burning of all refuse, requires a large capital outlay in the form of a plant. The residue, after burning, is either sold or given away as scrap metal and ash for landfills. An incinerator must be in constant use in order to operate at peak efficiency.

Another method which is becoming more widely accepted is the feeding of garbage to hogs. This necessarily requires the complete separation of rubbish and garbage and the cooking of the garbage. The boiling of garbage can be performed for less than $1 per ton. This ton of garbage will produce about fifty pounds of pork. Some cities, rather than sell the garbage, have their own hog ranches. In this method of disposal, the rubbish must then of course be disposed of in some other manner.

The grinding of garbage and disposal with sewage is another form of disposal used by many cities. The ground garbage is usually introduced into the sludge digestion tanks. This is similar to the individual home garbage disposal unit which grinds garbage and passes it into the sewerage system. Rubbish must then be disposed of in another manner.

New Bern's Disposal Method is probably the most widely used and has proved to be quite effective. This method, the samitary landfill, is a type of salvage operation; the product salvaged is land. Since preferred sites are usually lowlands, they can be obtained at a low price. Upon completion of the fill, the land can usually be sold at a profit.

The procedure is as follows: The refuse is deposited in a trench called a cell and is compacted by repeatedly driving a crawler-type tractor over it. At the end of the workday or when the cell is completed, a layer of compacted soil two feet thick covers the refuse. A new cell is then prepared. The cover soil may be transported from elsewhere or obtained at the site. A properly-operated, sanitary landfill presents no hazard or nuisance. The completed fill is usually used for some extensive purpose such as parking or recreation. However, filled land is frequently built upon.

New Bern's sanitary landfill is located on a one-hundred-and-sixty-acre tract of City-owned property at the convergence of Lawson Creek and the Trent River. At the present rate of fill, which is rather slow, this site should be adequite during the planning period. The City currently plans to use this area for a city park, including a marina. A boat-launching ramp has already been prepared.

## Street Sanitation

Directly related to the refuse collection program of the City is the street sweeping-operation. This phase of New Bern's sanitation program is carried out by both mechanical and manual street cleaners.

The mechanical cleaners are: a street sweeper that cleans the Central Business District each night (except Monday), a suction truck for the collection of leaves, and a flusher truck used for washing the streets. In addition to the Central Business District, the mechanical sweeper covers the entire City twice each week.

Manual sweeping is carried on during the daytime in the Central Business District by an Orderly. This man has a regular route that he patrols, gathering small bits or litter from the streets and sidewalks as he goes.

## Recommendations

In order to make New Bern neater and cleaner and thus a more attractive city, the following recommendations are made:

1. Rubbish Collection. A program for rubbish collection should be devised similar to that of garbage collection. This would provide regular rubbish collections to all areas of the City twice each week.

2. Cost of Collection. The City should establish a schedule of collection fees for businesses and industries from which it collects refuse. This should be done to help defray the cost of collection from these large users of this service.

3. Storage of Refuse. The City should use portable containers for refuse collection where feasible. Refuse would be deposited in these containers, and then the containers would be transported to the disposal site to be emptied and returned. In areas where it is not possible to maneuver a truck to pick up such a container, the City should provide a suitable substitute refuse storage facility.

4. Disposal. The City should establish a fee for use of the sanitary landfill. At the present time, several individuals and one incorporated municipality are using the facili-

ties of New Bern's landfill without charge. To alleviate this, the entrances to the landfill site should be fenced and opened only during specified hours on a fee basis. Because of the existing situation, the landfill is developing in an unsanitary manner; and, if continued, it will become a health hazard.

Although the sanitary landfill site will be adequate for several years, the City should soon establish a policy on the method of disposal that will be used after the present fill is completed. Steps should be taken to see that a new facility will be ready for use when needed.

5. Equipment. The City should provide for the replacement of equipment as it wears out or becomes obsolete. Because of the heavy use to which the trucks of the Division of Sanitation are subjected, their life is relatively short. The Division is now using trucks that should be retired. Continued use of these trucks will prove to be more expensive than replacements. In addition to the trucks that need replacing, the Division needs a new bulldozer and a combination dragline-back hoe machine. This latter piece of equipment would be used not only to properly prepare trenches for the landfill but also for trenching of large water and sewer lines. It should also be expected that other equipment will be needed to provide the recommended changes in service.

# TRANSPORTATION

The movement of people and products both within and through the City is the role of the Transportation system. A poorly-developed or unbalanced system can mean a loss of many thousands of dollars each year to a city the size of New Bern. This loss is caused by delays to individuals and shipments of goods because of street congestion, losses to businesses because of ill-provided parking facilities, and the damage to streets that must carry traffic volumes in excess of their designed capabilities.

The elements of a transportation system are streets, mass transit, and terminal facilities (parking). Both the automobile and mass transit have a definite job to do in the development of a balanced transportation system. It is only through careful analysis and long-range planning that each phase of New Bern's transportation system will be brought into its proper relationship with the others.

## MASS TRANSIT

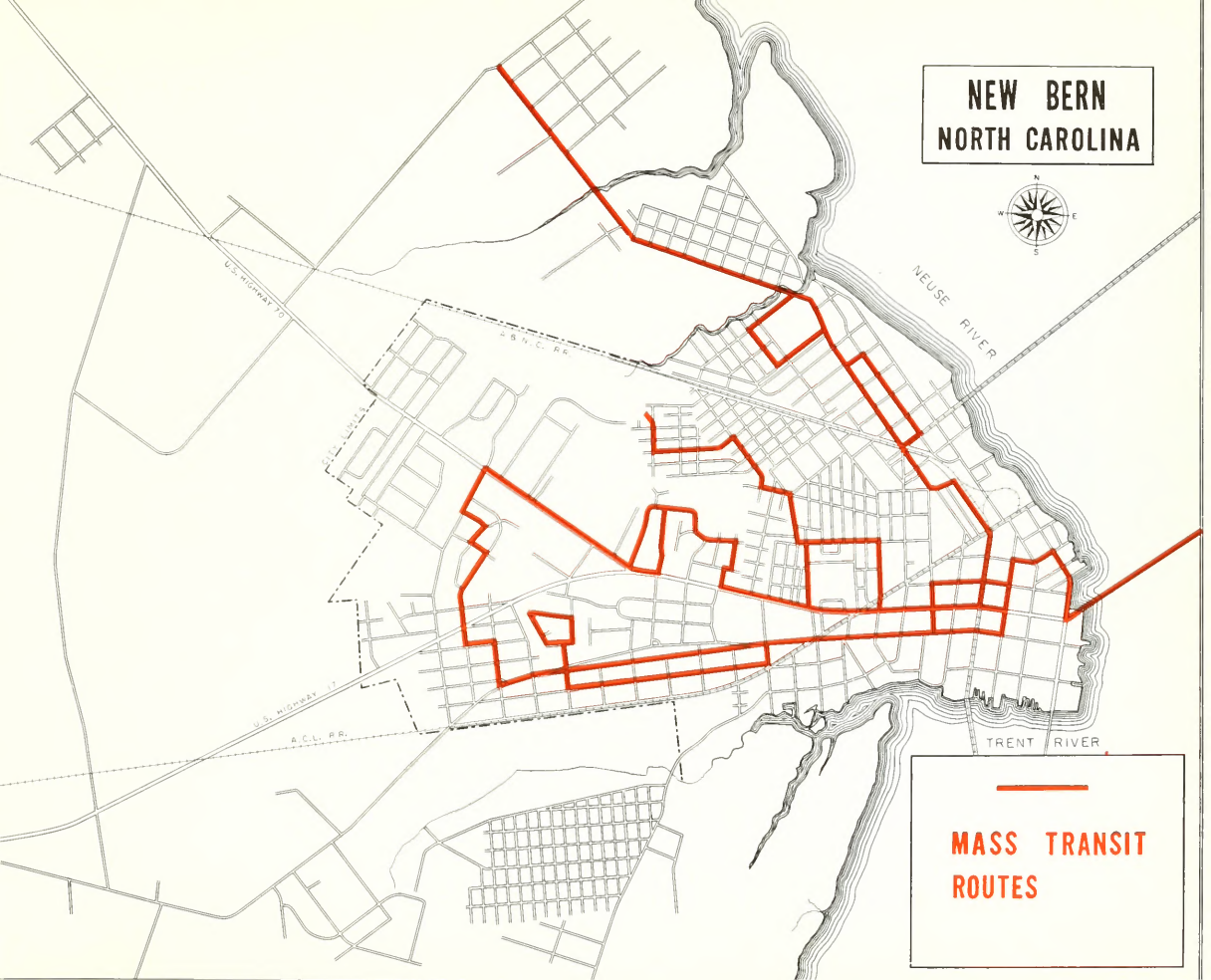
### Introduction

In recent years, mass transit has come to play a vital role in a city's transportation system. More and more cities that rely completely upon the automobile are being confronted with ever-increasing problems of street congestion, lack of parking space, air pollution, and the apparently never-ending need to provide more and wider streets. Mass transit is not a panacea for the traffic problems of a city, but a well-developed transit system can greatly expedite the movement of people from one sector of the city to another.

In order to maintain adequate transit service, many cities have found it necessary to grant some type of subsidy to the transit company. Other cities have found themselves having to provide this service after it was abandoned by a private company. Neither has been the case in New Bern. The mass transit system in New Bern has been able to provide bus service without financial aid from the City. How long this will be possible or what action the City Council would take in the event that the service could no longer be provided by a private interest is not known.

### Development

The New Bern bus system was started in 1953 on an experimental basis by an inter-city carrier. This transit company, which has its maintenance shops in the City, was faced with having to employ a full-time crew of mechanics with only a partial work load. Therefore, the New Bern bus system not only filled a gap in the City's transportation system but also provided a full work load for the company's maintenance shops. Since initiating the service, patronage has been good, the mechanics have been kept busy, the owners have profited, and the problem of moving people in New Bern has eased.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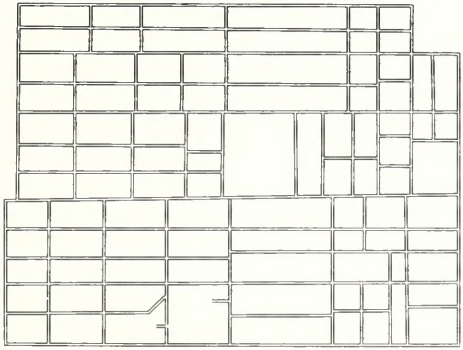
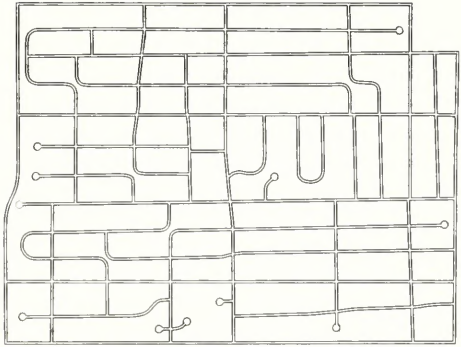
MASS TRANSIT
ROUTES

Service

With the present routing of buses, all areas of the City are within two or three blocks of a bus stop, and service is at a high level. Since future extensions of the transit service would necessitate revisions of schedules, transfer rendezvous, and the possible addition of new personnel and equipment, such extensions must produce sufficient patrons to justify the changes.



TYPICAL GRID STREET PATTERN



GRID PATTERN AFTER MINOR CHANGES TO DISCOURAGE THROUGH TRAFFIC

## Introduction

No other element of the city has been so instrumental as streets in giving cities their form. In the past, a street was provided and surrounding land use patterns were allowed to develop without coordination or control. Before long, the intensity of land use was far in excess of the streets' ability to move traffic. Recently, however, the approach has been changed, that is, to provide streets to serve a controlled land use pattern. With modern traffic-engineering practices it is possible to predict with some degree of accuracy the traffic generated by a particular land use arrangement. In this manner, street development and land use development can be coordinated to produce an efficient system. If the land use is not controlled, the streets will become overused and thus obsolete. With proper controls, however, land use and streets can be held in proper perspective, thereby maintaining a safe, efficient street system.

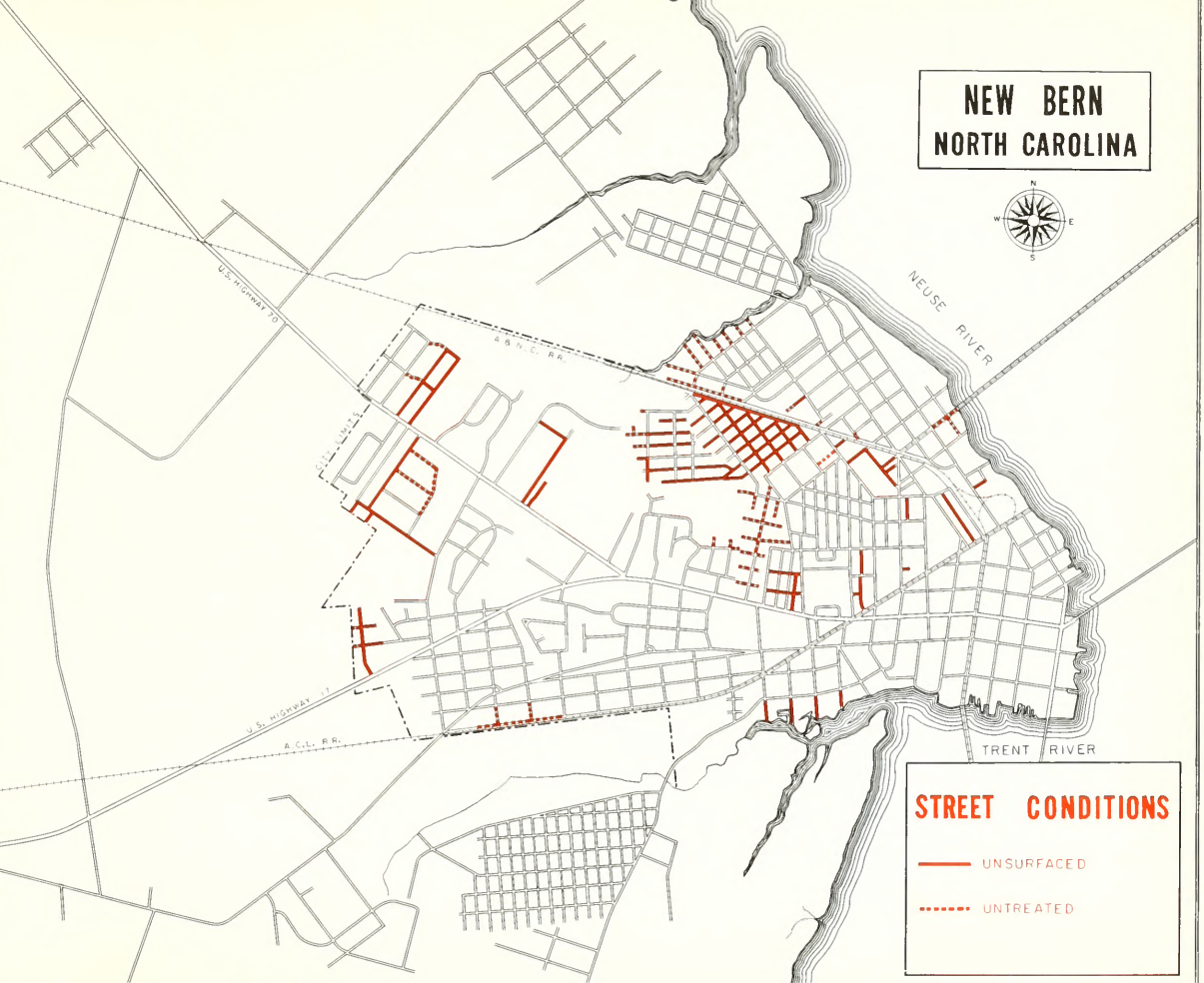
## The Past

When the automobile first came into use, many cities such as New Bern already had a well-established street system based upon horse and buggy traffic. In this pre-automobile system, narrow streets presented little problem; acute-angle intersections were no hazard; and transportation engineering was virtually unknown. Today, these streets, with little or no change, form a major part of New Bern's street system. As a result, a large part of New Bern's transportation system is antiquated considering today's mode of transportation.

## The Present

Because of the change of the mode of transportation, the street needs of today are completely different from those of yesteryear. It is now generally recognized that streets should serve one of two functions: (1) That of moving traffic, such as the major thoroughfares or (2) That of providing access to property, such as the residential streets. To function properly, a street should perform only one of these functions. If property access is permitted at will from a major arterial street, the quality of traffic flow will be reduced to the point where congestion will result. Conversely, if through traffic is permitted on minor residential streets, danger to life exists, the tranquility associated with a residential neighborhood is disrupted, property values will decline, and the proper function of the street will not be realized.

The Pattern. New Bern has a grid pattern of streets. Many years ago when the City developed, this pattern was adequate; however, it is outdated according to modern principles of urban design. One reason for this is that with the gridiron pattern, every street has the potential of becoming a major traffic artery. Only in redeveloped areas is it possible to make a complete revision of an existing street pattern. Nevertheless, slight changes can be made that will funnel traffic to the major thoroughfares and thereby reduce heavy traffic on minor streets.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STREET CONDITIONS
UNSURFACED
UNTREATED

The Physical Design. In this dimension also, the existing facility has many phases that are not in line with modern principles. Some of these are as follows: streets intersecting at acute angles without proper-sight distance, streets that have insufficient rights-of-way and pavement widths, multiple-street intersections, streets with slight offsets at intersections, and dead-end streets. Another item that should be mentioned in this group is street and railroad crossings at grade with no safety controls. These have been widely recognized as being both dangerous and hazardous. In New Bern there are usually several auto-train accidents each year.

It is believed that the inadequate design of the street system is responsible for a large percentage of the auto accidents within the City. This statement has not been substantiated by an accident survey and study; however, poor street design has proved to be a contributing cause to many accidents in other cities.

The Facility. New Bern has 62.5 miles of streets dedicated to public use. Of these, 48 miles are paved, nine miles have been graded and are in use but unsurfaced, and 5.5 miles have received no treatment by the City. These street conditions are shown on the opposite page.

The City has assumed the responsibility of paving and repairing streets. Recently, a plan was devised whereby all City streets would be paved within a relatively short period of time. It became necessary, however, to direct the attention and funds earmarked for this project to a more pressing problem.

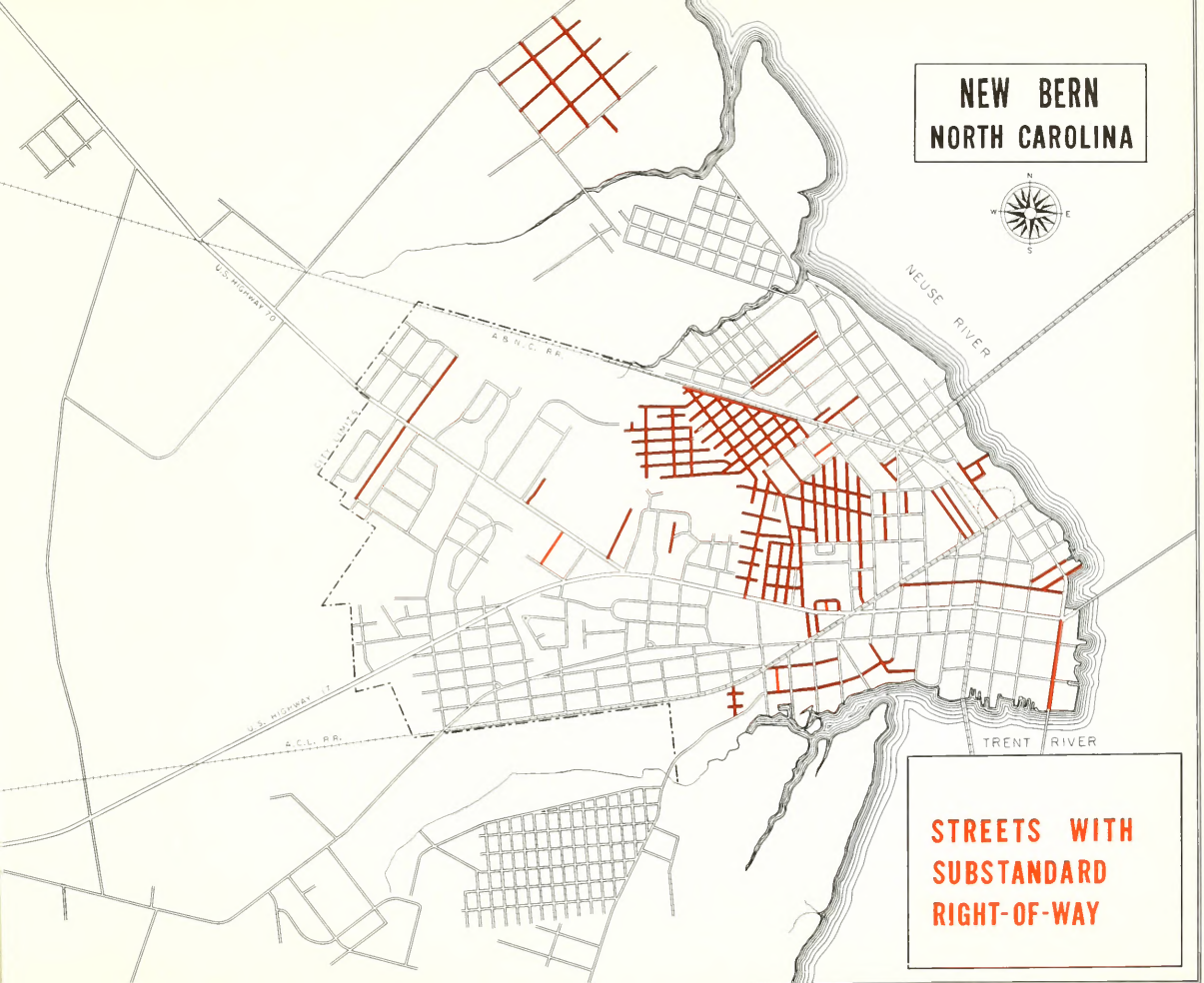
It is not the policy of the City to install curb, gutter, and sidewalks when paving a street. These facilities are only provided upon petition by half of the property owners involved. Upon approval of the petition, the City becomes financially responsible for one-half of the cost of providing these improvements.

A typical annual expenditure by the City for new paving is $26,000 and for street repairs is $6,000. This latter figure would, of course, be adjusted upward when street damage is excessive from, for example, a flood.

## Recommendations

In order to make travel within and through the City of New Bern more efficient and effective, the following recommendations are made with regard to streets:

1. Major Thoroughfares. That the Planning Board along with the State Highway Department and the Division of Community Planning strive towards the adoption and effectuation of a major thoroughfare plan. This is the first step to be taken to link the sectors of the City and to define the neighborhood units.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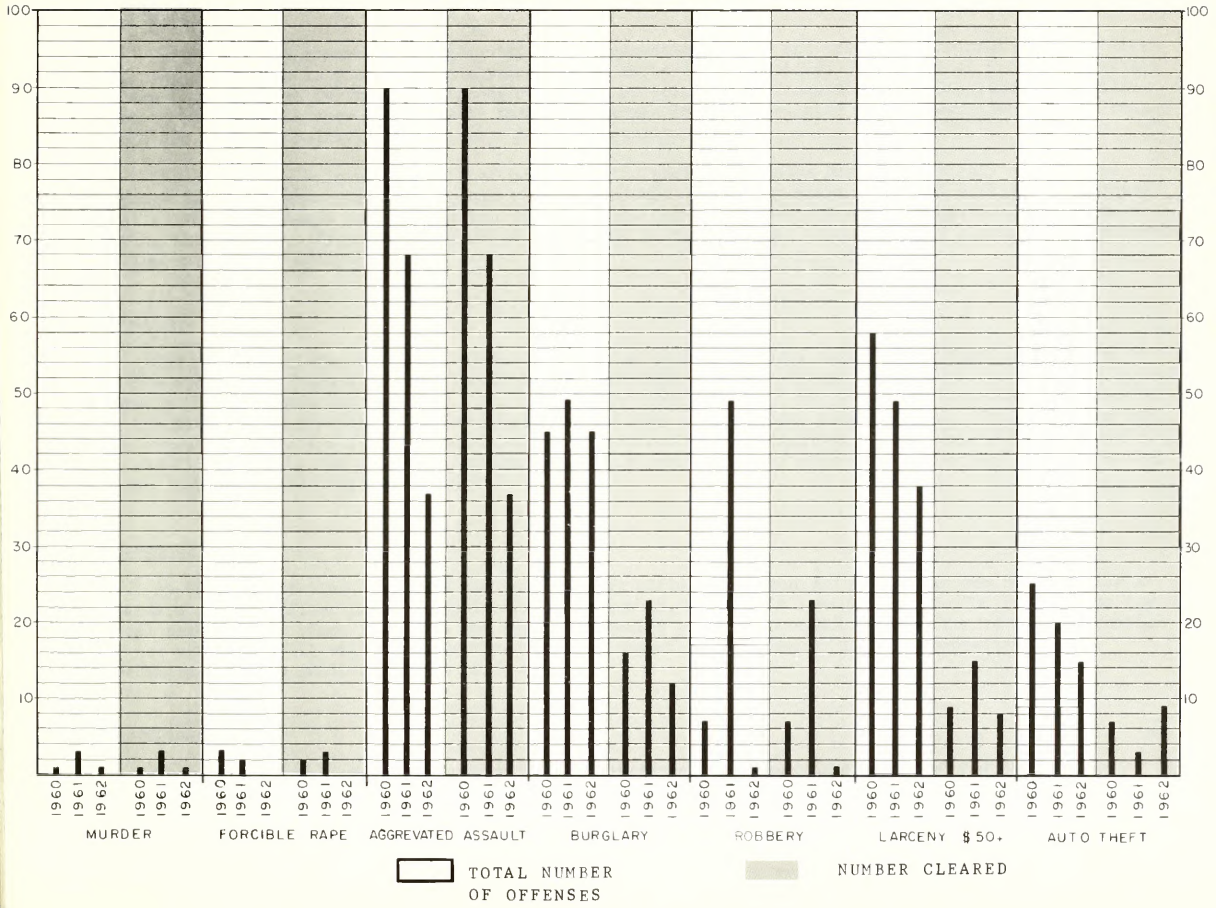
STREETS WITH
SUBSTANDARD
RIGHT-OF-WAY

2. Street Inventory. That the Planning Board initiate an inventory of the City's streets. This should consist of maps and text concerning the following: conditions, location, type and width of pavement; condition, location and type of curbs, gutters, sidewalks and structures such as bridges and cluvorts; condition, location and type of obstacles (including shrubs and trees) that restrict sight distance at intersections; location, capacity and type of terminal facilities; location and type of traffic-control devices, et cetera.

3. Transportation Engineering. That the City engage the services of a resident transportation engineer to analyze the inventory and to devise a program for improvements in the street system. This program should be not only to update the physical system but also to bring street use, function, and land use into closer harmony. It is specifically recommended that the city participate, financially, to the maximum extent possible in providing curb, gutters, and sidewalks for all city streets without such facilities. Obviously, the success of such a program depends upon the willingness of local citizens to help bear part of the financial cost.

4. Subdivision Control Ordinance. That the Subdivision Control Ordinance be amended so as to make mandatory the paving of streets and the providing of curb, gutter and sidewalks, and the installation of sewer and water mains prior to approval of a final subdivision plat.

# MAJOR CRIMES 1960, 1961 & 1962



## Introduction

The Police Department is charged with the preservation of law and order and the protection of life and property. This is necessary in any society no matter how primitive. The services provided by the Police Department go further than the apprehension of criminals. Frequently, the Department is called upon to render assistance or advice on matters that are in no way related to the law. Good public relations are vital in maintaining the respect of the public.

The actual law enforcement work of police in the past few decades has become highly specialized through the development of various scientific techniques. It is by staying abreast of these techniques that Police Departments can prove crime does not pay. Crime prevention has also received great emphasis during this period. Probably the greatest deterrent to the criminal element within a city is the presence of the enforcement officer.

## Location

The offices of the Police Department are located within the City Hall. The office of the Chief of Police and the Administrative section including the radio operator are on the second floor. Also located here is the patrolmen's squad room. The Records and Identification and Detective Divisions are located in the basement as are parking-meter repair, ammunition reloading and storage rooms. The latter is for the storage of lost and found or confiscated property. The only branches of the Department not located in the City Hall are the traffic sign and paint shop located at the city maintenance yard and the animal pound located at the sanitary landfill.

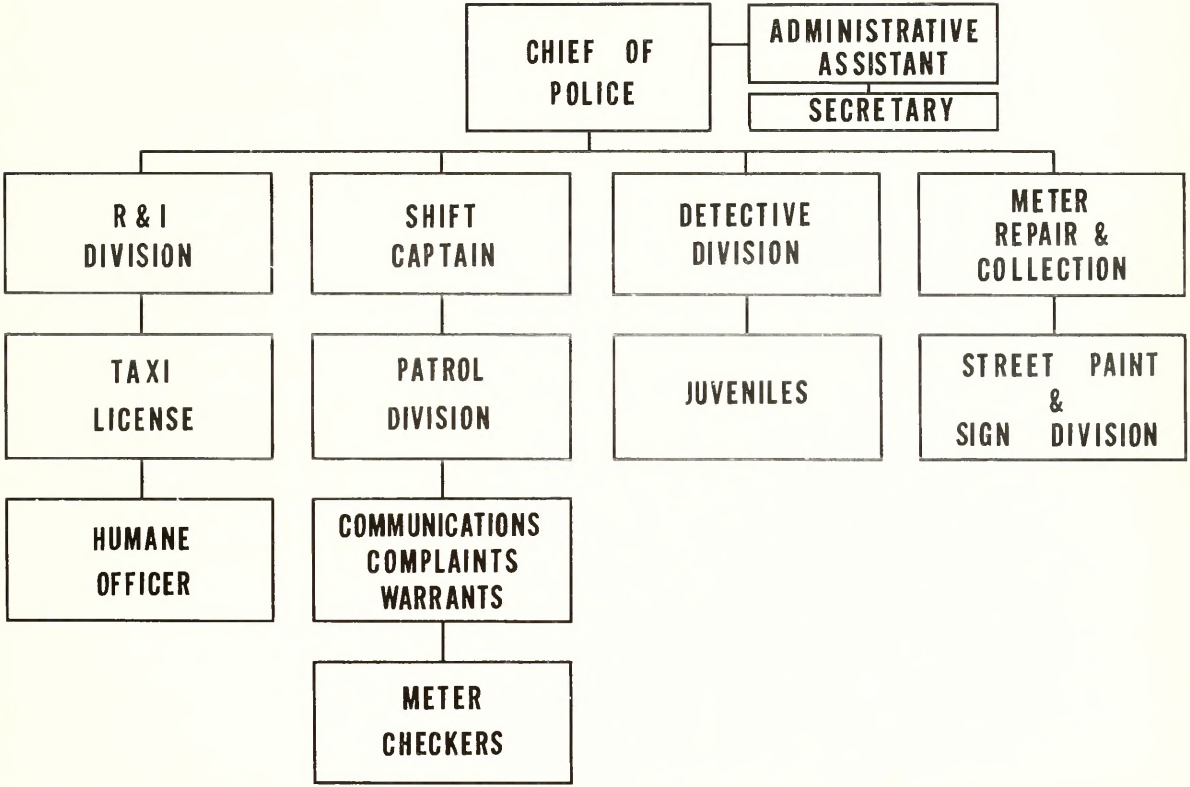
## Personnel

At the present time, there is one sworn police officer for each 700 persons in New Bern. While a standard of one officer per 500 population is desirable, it is felt that the one to 700 ratio meets the local need at this time. This does not mean that better protection could not be afforded by the addition of new personnel. It will be noted later in this report that a greater level of protection is recommended by the addition of new officers.

## Operations

There are several operations of the Police Department that bear brief discussion here.

# Police Department Organization Chart



Traffic-Control Markers are installed throughout the City by the Police Department. The Department maintains its own motorized street-painting equipment to mark parking spaces, pedestrian walkways, center lines, channelized movements and the like. In addition to street markings, the City fabricates its own traffic-control signs. By fabricating rather than purchasing ready-made signs, the City saves money on signs. For example, the City saves about $2 by making a sign that is twenty-four inches square.

Ammunition Reloading is also done by the Department. By obtaining shell casings free from the local military bases and using this equipment, the City can make a box of bullets for about fifty cents. The retail price of a box of bullets is about $4.85.

Parking-Meter Repair and maintenance is performed by a specialist in this field within the Department. Prior to the establishment of this operation, it was necessary for New Bern to send its meters to another city for routine maintenance.

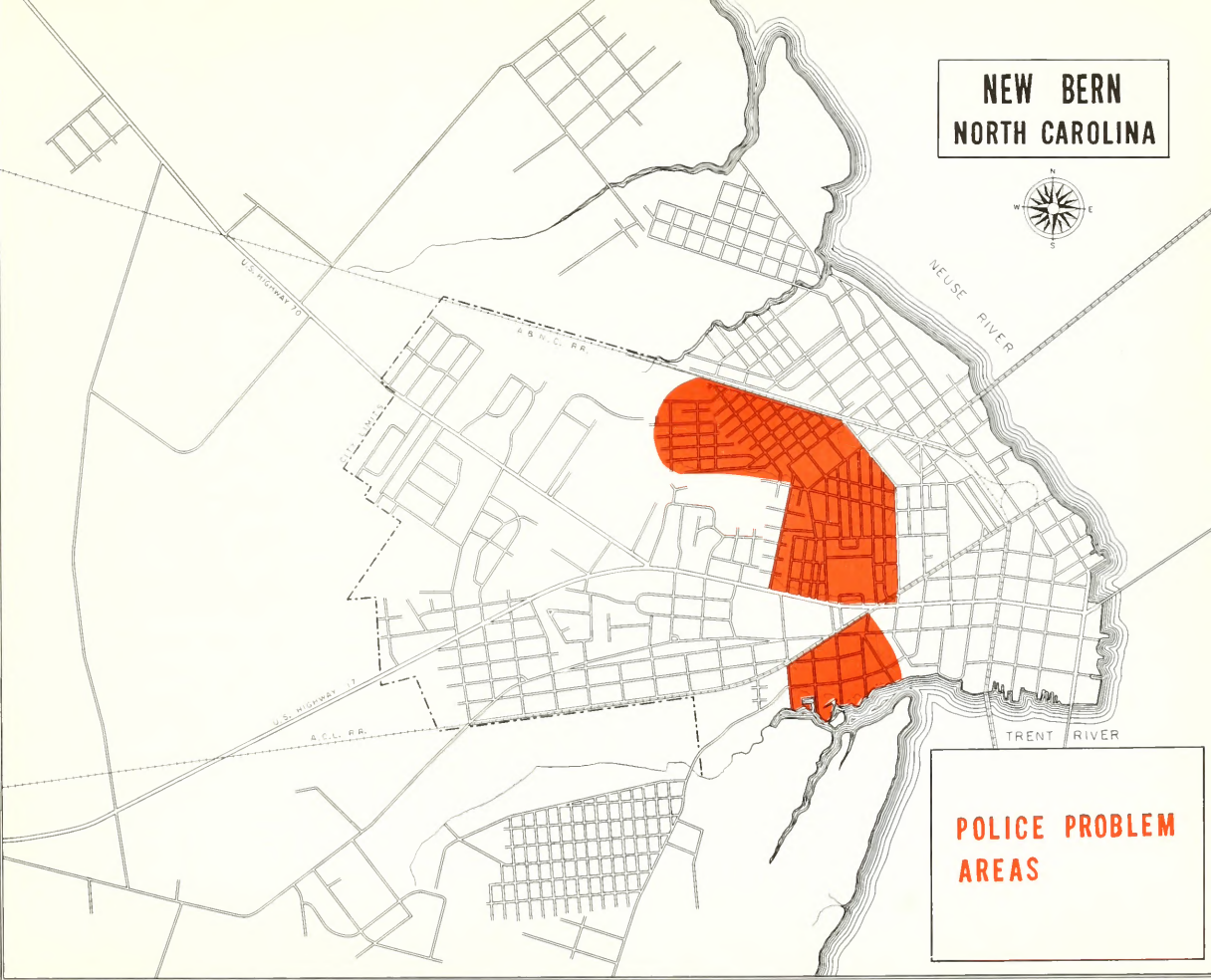
The Short Wave Radio used by the Department was built to the specifications of the Chief and installed less than a year ago. This radio receives frequencies of the State Highway Patrol; the Sheriff Department of Craven, Onslow, Pamlico, Jones, Carteret, Pitt, and Beaufort Counties; as well as from the City's Fire and Public Utilities Departments. This is the only official radio in the area that receives this many frequencies and is being used as a model by other agencies. Radio operators are assigned on a rotating basis in order to give each officer experience in this phase of police work. While a radio operator, the officer is also a Justice of the Peace with the power to issue warrants. During this time, he still has the power of arrest.

Speed-checking equipment is maintained and frequently used by the police in the enforcement of speed laws.

## Organization

In order to provide twenty-four-hour service, there are three shifts, each with a Captain and four patrolmen. The Shift Captain is responsible for assigning his men to a particular beat.

At all times, there is a foot patrolman on duty in the Central Business District. From 8 a.m. until midnight, there is a motorcycle policeman on duty whose primary mission is traffic control. The Captain and the remainder of the officers patrol in police cars. Each area of the City is patrolled at least every ninety minutes. The actual route of the patrol will vary throughout a shift in order to make it impossible to predict where the officer will be at a given time. These shifts alternate on a monthly basis.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TRENT RIVER
POLICE PROBLEM
AREAS

In the Detective Division, two of the three detectives in addition to their regular workday alternate night duty. This consists of a roving patrol during the critical hours and being on call the rest of the night. The other detective, a records and identification expert, is on day duty except in case of emergency.

Because of New Bern's close proximity to two large military bases, there are five Military Policemen permanently assigned to the City.

## Officer Training

Few cities in this area can boast of a police force as well trained as New Bern's. New officers undergo a ninety-day training program as follows: The first thirty days are spent in civilian clothes with a regular officer; during the next thirty days he attends full-time a police training school; the last thirty days the new man is uniformed and serves as an assistant to a regular officer. During the thirty-day school, the prospective policeman receives instruction in all phases of police work. This course uses as a guide a training manual that was drawn up by the local Department.

It is only through a constant training program that the officers can keep up with changes in law-enforcement methods and procedures. Before each shift, a briefing is held on both new and previously existing laws. Also, once a week there is a thirty-minute period set aside during which one officer delivers a prepared lecture on some phase of police operation.

In addition to the local training, officers have attended courses at the Southern Police Institute, the University of North Carolina, and an arson school offered by the North Carolina Commissioner of Insurance. Also, one man is a graduate of the Federal Bureau of Investigation's fingerprinting school.

## Mutual Assistance

The facilities of the Craven County Jail are available to the City for the detention of criminals. In return for this service, New Bern makes available to the County the services of the crime lab.

## Problems

The shaded area on the map on the opposite page indicates the geographical areas of the City that present a problem by requiring frequent attention from the Police Department. Also, there exists a problem with juvenile delinquency. Part of this may be due to the lack of a truant officer assigned to the New Bern City School System. As will be pointed out in the recommendations, it is believed that the establishment of a Juvenile-Domestic Relations Court in New Bern will help to alleviate the juvenile problem.

Though automobile traffic in New Bern is especially heavy since both U. S. Routes 17 and 70 pass through the City. Although these highways demand a great amount of police attention in the form of traffic patrols, there are not a large number of accidents involving transients. The Police Department in New Bern believes that a large portion of the automobile accidents in the City are, in part, a result of an inadequate local street system. This relationship was discussed at greater length in the section of this report dealing with streets.

## Recommendations

In order to suppress crime, prevent the development of criminal tendencies, and afford the highest possible police protection to the City of New Bern, the following recommendations are made:

1. Facilities. The Police Department should have all of its offices located adjacent to one another in a first-floor location. This would necessitate moving the Police Department from its present second-floor location in the City Hall to preferably a new building. The new building should be located as near as possible to the City Hall and should be designed in such a manner as to have a pistol range either in the basement or on the second floor. This pistol range will take the place of the range which has been moved because of the construction of the sewage treatment plant.

2. Personnel. The sworn officers should be increased in the following manner: four patrolmen, one for each shift and a stand-by; a full-time training officer; and a detective trained in juvenile and public relations work. The increase of one man per shift will necessitate purchasing another police car. These increases should be made at the earliest possible date. Personnel should then be added throughout the planning period to provide one sworn officer for each 500 population.

3. Training. Because New Bern is a leader in police-training methods and because the Department will soon have a full-time training officer, the situation presents itself that New Bern could establish a police-training school. This could be developed in such a manner as to serve all of Eastern North Carolina.

4. Juvenile-Domestic Relations Court. Steps should be taken towards the establishment of a Juvenile-Domestic Relations Court for the City. This court would hear cases concerning juveniles and matters of a domestic nature. Such a court should employ specially-trained workers who would strive to prevent problems of this nature.

## Introduction

No other department of the City has such widespread appeal as does the Fire Department. This is probably a carry-over from yesteryear when people came from far and wide to answer the call of the fire bell and to form the familiar bucket brigade. Today, when fire fighters have at their disposal modern equipment and specialized training, it is no longer necessary for great numbers of people to take part in the fire-fighting operation. A small, well-trained and well-equipped fire company today can work as an efficient team to prevent loss of life and property by fire.

The cost of a well-staffed and well-equipped Fire Department is negligible when one considers the alternative. By properly staffing and equipping the Fire Department, the citizens not only potentially save money by not suffering losses due to fire but also actually save money by having a more desirable fire insurance classification.

## Service Area

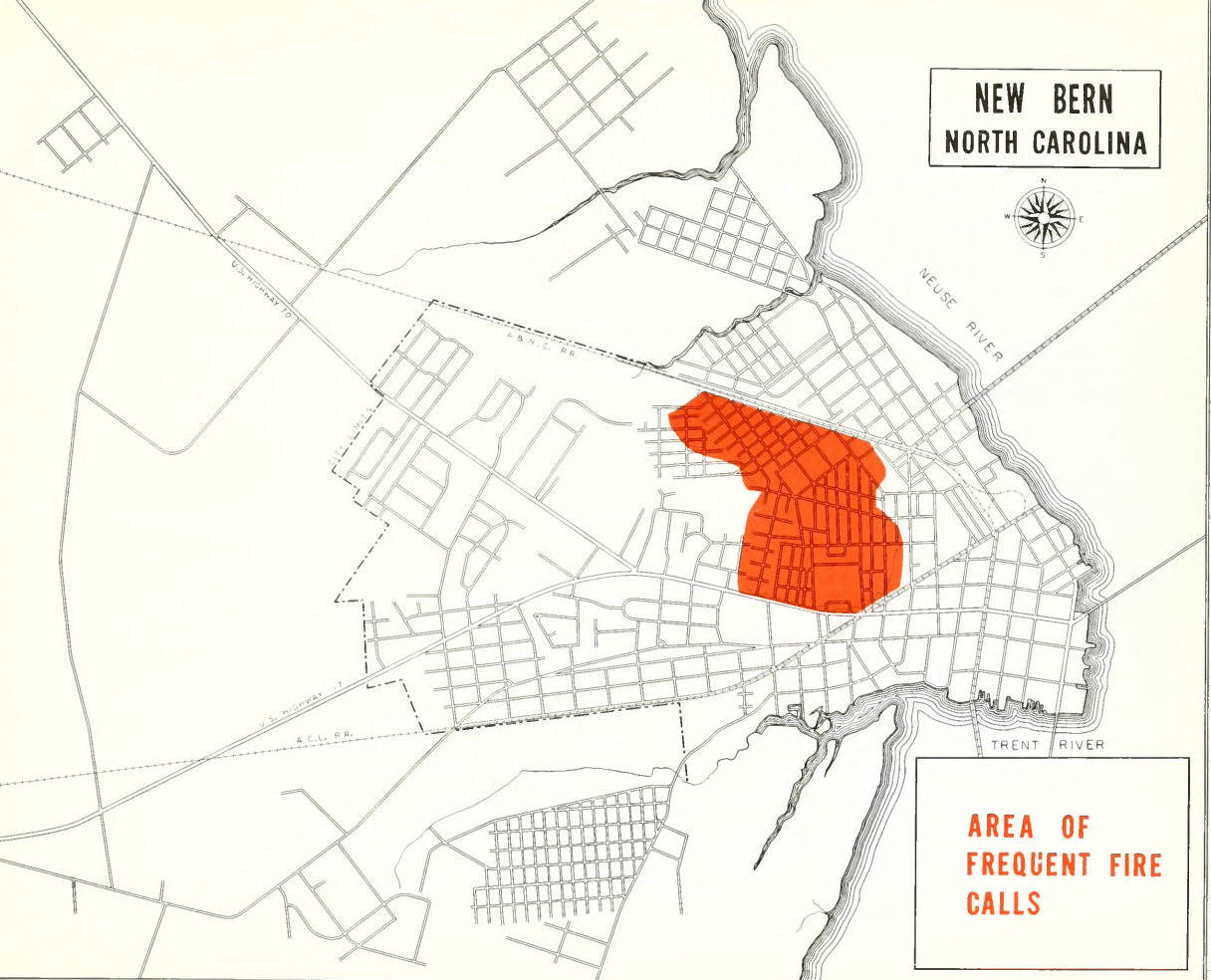
The service area of the New Bern Fire Department is limited to the City; however, fire protection is afforded a few dwellings outside this area by special contract between the Fire Department and the owners of these houses. In addition, by agreement with other member Fire Departments of the North Carolina Firemens Association, the New Bern Fire Department both receives and renders mutual assistance in times of emergency.

## Operations

The three fire stations and their service areas are shown on the map on the opposite page. The substation located at Fort Totten will soon be relocated further to the west to provide greater protection to the newly annexed area of the City. When a call is received for either substation, it is answered by both the substation and one truck from the Central Station. Two trucks from the Central Station answers all calls within its service area. In this way, two trucks answer all fire calls.

## Equipment

The Department maintains one ladder and five pumper trucks. Although the ladder truck has been driven little and is in very good condition, the North Carolina Fire Insurance Rating Bureau will allow but half credit for this engine because of its age (1927 model). One of the pumper trucks is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AREA OF
FREQUENT FIRE
CALLS

stationed at each substation; the remainder of the trucks are located at the Central Station. In addition to the fire trucks, the Department maintains various other items of fire-fighting equipment.

## Personnel

The Department employs fourteen full-time firemen, seven of which are at the Central Station, and four at each of the substations. In order to maintain a minimum complement of men at all stations, one man is on floating assignment for relief where a shortage in personnel exists. There is also one full-time fire inspector. This man has been specially trained and is responsible for the enforcement of the fire-prevention codes. He makes regular inspections of businesses and industries to point out to the management fire hazards and how to correct them. Newspapers and radio publicity has been given to the fire-prevention program in hope that individuals will request an inspection of their dwellings since this can only be done by invitation.

Two volunteer companies supplement the paid firemen. These two companies consist of about one hundred and ten men of which approximately thirty answer each call. The Fire Chief, appointed by the Board of Aldermen for a term of three years, must be a member of one of the volunteer companies. This is not a full-time position.

## Problems

The geographical problem area of the Fire Department is shown on the map on the opposite page. This is the area of the City from which is received a large percentage of the fire calls. Also, potential danger exists to life and property because the Department is not properly equipped with apparatus for fighting fires involving combustible liquids. This is an ever present danger because of several storage areas for bulk petroleum and of one methanol storage area within the City. In addition to this, New Bern is located on two major routes which carry a large number of tank trucks loaded with flammable liquids.

## Recommendations

In order to make New Bern a safer city in which to live, the following improvements are recommended in the fire-protection services:

1. Personnel. In order to properly administer the fire-protection program of the City, New Bern should have a full-time, permanent Fire Chief. In addition, one man should be appointed as the Assistant Chief, and he should be responsible for the training program. Also, the City should employ additional paid firemen. Several of these would form a Rescue Squad, and the remainder would be regularly assigned to the three stations.

The volunteer companies of fire fighters should be reduced to the smallest number of men possible. These should be the men who would be willing to spend the necessary time in a training program and who would regularly answer the fire calls.

2. Training. The existing training program of the Department should undergo revision. The City should establish a fire-training center for use by all firemen. Each man, both volunteer and paid, should become proficient in each phase of fire fighting and should become completely familiar with the use and maintenance of each piece of fire-fighting equipment. The fire-training center should be so located as to have an ample supply of water, adequate site area, and must be located with proper relationship to the prevailing winds.

3. Equipment. There are three major pieces of equipment that the New Bern Fire Department should have. These are an eighty-five foot aerial ladder truck, a crash truck, and a rescue truck. The aerial ladder truck is necessary to give proper protection to the tall buildings in the Central Business District. Crash trucks are equipped with apparatus for properly fighting fires involving flammable liquids. The rescue truck would be used by the Rescue Squad.

It is superfluous to say that the public education system is one of the major barometers for measuring a city's livability. A diversified public education program must be available not only to meet the varied needs of the individual students but also to provide graduates equipped to fill the job needs of the community.

The public education system available to New Bern is a function of the County rather than of the City Government. The school district of which New Bern is a part encompasses an area larger than the Planning Area. In addition to this, students come from outside this area to attend New Bern's secondary schools. Because most records of the schools are kept on the basis of the Administrative District rather than for just the City Limits, accurate projections of the school needs for the City could not be made.

The standards for schools throughout the State have been very clearly set forth by the North Carolina Department of Public Instruction. Naturally, these are a range of standards within which the local systems must operate. The present mood in the New Bern City School System is towards providing a better educational experience for its students. This is being done by the initiation of a 6-3-3 grade system which the State Department of Public Instruction believes not only leads to the development of a better scholastic program but also tends to reduce the "drop-out"rate.

The accepted minimum standards for schools in New Bern are as follows:

Elementary Schools - Site size of ten acres, average daily membership of 480 with thirty students per class.

Secondary Schools - Site size of thirty acres, average daily membership of 1,200 with twenty-five students per class.

For comparison, data on the New Bern City Schools are shown on page thirty-four. The figures shaded in red indicate by school the area or areas in which that particular school does not meet these standards.. It will be noted that two schools by virtue of excessive average daily membership do not meet these standards. Although these schools have an above-standard average daily membership, they also have a large number of classes. Therefore, the more important indicator of overcrowding is the pupils per teacher figure.

With the possible exception of site size, the deficiencies can vary from one year to the next depending upon membership. The site-size deficiencies should be eliminated by the acquisition of additional land as soon as it is financially possible.

An important indicator of the effectiveness of a city's educational program is the number of secondary-school graduates who go on to college. For the year 1961, fifty-three per cent of the graduates from J. T. Barber High School entered college and sixty-seven per cent of the graduates from New Bern High School entered college. For this same time period, the statewide average was thirty-seven per cent.

In January of 1961, a study committee appointed by the Division of School Planning of the State Department of Public Instruction made recommendations with regard to the New Bern School System. The recommendations of this study committee will tend to relieve the school deficiencies outlined above. These recommendations require brief discussion here.

The proposal of the 6-3-3 system will definitely require the construction of a new Junior High School. The general area of the site of this school has at this time been tentatively chosen. The school would be developed in stages to accommodate first the seventh and eighth grades and finally the ninth grade. The completion of the preliminary stage will relieve the Central School which would then be abandoned. The Griffin and Primary buildings at the Central School would be improved and held in use for grades one through six.

A new elementary school will be constructed in the Country Club area which will reduce the enrollment at the Marshall School. Although this does not relieve the site-size deficiency, there will be fewer students using the school; thus the deficiency is less important. It has been proposed that the Trent Park School be increased in size by four to eight rooms to accommodate growth of the school population in this area. The increasing of the number of rooms at this school should be accompanied by the acquisition of additional land.

The situation of a steadily increasing membership at New Bern High School will be relieved by the completion of the Junior High School. Additional land, however, should be acquired at the New Bern High School site to provide for any future expansion and to relieve its area deficiency.

Another new elementary school has been proposed in the Pembroke area which will relieve the student load at the West Street School. This relief will be even greater with the transfer of the seventh grade from the West Street School to Barber High School. It has been suggested that the Barber School be made a combined Junior-Senior High School since the enrollment in the upper grades is insufficient to justify separate junior and senior high-school facilities. When Barber becomes a Junior-Senior High School, the physical plant may well require enlargement.

Although not directly related to the New Bern City School System, starting this fall college-level work will be offered in New Bern as extension courses of East Carolina College. Also, it should be expected that within this planning period, a two-year community college will be located in New Bern. If this should come about, proper planning considerations should be given to the location and development of the campus site.

NEW BERN CITY SCHOOLS[1]

| Elementary Schools | Central | Duffy Field | Marshall | Oaks Road | Riverside | Trent Park | West Street |
|---|---|---|---|---|---|---|---|
| Grades | 1-8 | 1-6 | 1-6 | 1-6 | 1-6 | 1-6 | 1-7 |
| ADM[2] | 888 | 258 | 371 | 193 | 231 | 384 | 1,110 |
| Number of Professional Personnel | 31 | 8 | 13 | 7 | 8 | 14 | 35 |
| Number of Classrooms | 31 | 8 | 13 | 8 | 8 | 12 | 37 |
| Pupils per Teacher | 28.6 | 32.3 | 28.5 | 27.6 | 28.9 | 27.4 | 31.7 |
| Site Size | | 2.2 | 1.8 | 15.0 | 1.0 | 10.0 | 4.0 |
| Condition | Poor | Good | Fair | Good | Fair | Good | Poor |
| Year Built | 1909 | 1960 | 1922 | 1958 | 1922 | 1956 | 1914 |
| Expandable | No | Yes | No | Yes | No | Yes | No |

| Secondary Schools | J. T. Barber | New Bern |
|---|---|---|
| Grades | 8-12 | 9-12 |
| ADM | 631 | 1,034 |
| Number of Professional Personnel | 24 | 43 |
| Number of Classrooms | 22 | 37 |
| Pupils per Teacher | 26.3 | 24.0 |
| Site Size | 14 | 26 |
| Condition | Good | Good |
| Year Built | 1955 | 1954 |
| Expandable | Yes | Yes |

1. Information from the office of the Superintendent of Schools for the 1961-1962 school year.
2. Average daily membership.

## Introduction

A well-read citizen is a well-informed citizen. Through the facilities of the public library, great vistas are opened to the people of New Bern. The library has something for all citizens. The businessman has at his fingertips a great storehouse of valuable research materials; the student has before him the knowledge of the world; the workingman has the most up-to-date information to help him grow in his job; the housewife has "how to" books on all phases of homemaking; and the child has available to him books that will aid in the development of a sound citizen. There are books to satisfy leisure time, to develop spiritual and creative capacities and to keep one well informed about the world around him. Progress in all fields of knowledge is on display at the library.

The Future Potential of the Library is Unlimited. It is axiomatic to say that the better educated the populace is, the greater is their use of the library. A community college will probably, within this planning period, be established in the City. This will afford a greater opportunity for learning not only among the young but also among those who have been out of school for several years. Another recent development that will tax the services of the library is "rapid reading." There are several methods currently in use that can increase one's reading speed as much as ten times. Several public school systems have incorporated a course in rapid reading into their curriculum. The establishment of a community college and rapid reading can be expected to cause a great increase in library use.

## New Bern's Library

Library service was originally provided in New Bern by a subscription (private) library. The facilities of the library were made available to the general public for the first time in March of 1912. Since that time, many changes have occurred in library service. One of the more important changes came in 1947 when New Bern entered into an agreement with Craven and Pamlico Counties to form a regional library.

This regional library, a part of the state system is governed by an eight-member Regional Library Board composed of the Superintendents of the County Schools and three members from each County who are appointed by their respective County Commissioners. The City of New Bern is not directly represented on this Board. At the City level, there is a fifteen-member local board. This self-perpetuating Board whose members are interested in New Bern's library service, owns the building which houses the central collection. This "library" building was constructed in 1770 as a private home.

In addition to the main library mentioned above which houses the central collection for the system, there is one branch library in the City located on West Street. This branch, less than ten years old, was built specifically as a library.

Comparisons have been made between the Craven-Pamlico Regional Library and the libraries of surrounding counties with the exception of Jones County, which in 1961 when these statistics were

gathered, had no public library. The data gathered is shown on the following page. An interpretation of the comparison follows:

1. Circulation per capita of the studied systems closely approximates that of the State, but the Craven-Pamlico Regional Library falls considerably below this. This indicates that the services of the library could be made more available to the people.

2. In circulation per volume, the Craven-Pamlico Regional Library falls behind the area, and the area falls behind the State. While their rating is poor from the statewide standpoint, it ranks fourth among the seven systems compared. If the circulation per capita were increased, it would be expected that this figure would also increase.

3. Volumes per capita is the one field in which the area average exceeds that of the State, but the Craven-Pamlico Regional Library is only sixty per cent of the average for the area. This indicates that there is a shortage of volumes for a library of this size.

4. The areal average of per capita expenditure of local funds for library service is forty-six cents per year. The statewide average is sixty cents. This per capita expenditure in the Craven-Pamlico Regional Library System amounts to twenty-one cents per year, about the cost of a pack of cigarettes! The per capita expenditure from the City, however, is fifty cents.

It is clear that New Bern pays more for library service per person than the Counties. All other things being equal, this would be justified because New Bernians have the library services close at hand. However, all is not equal. New Bern makes an appropriation to the library but has no representation on the Regional Library Board which disposes of these funds. It appears from the above that the lack of funds is the cause of poor library service in the system.

What Must Be Done to Bring Library Service Up to Local and State Standards

The Craven-Pamlico Regional Library service will continue to be substandard until larger appropriations are made by the Counties. Without substantial increases, the library will become stagnant. Each County's appropriation should be not less than fifty cents per capita per year (for comparison, in 1961 these appropriations were Craven County, thirteen cents, and Pamlico County, twelve cents).

Since this report is concerned with library service for New Bern, no recommendations will be made for service outside the City. This does not mean that service is at the optimum in the Counties.

## COMPARISON OF LIBRARY SERVICE[1]

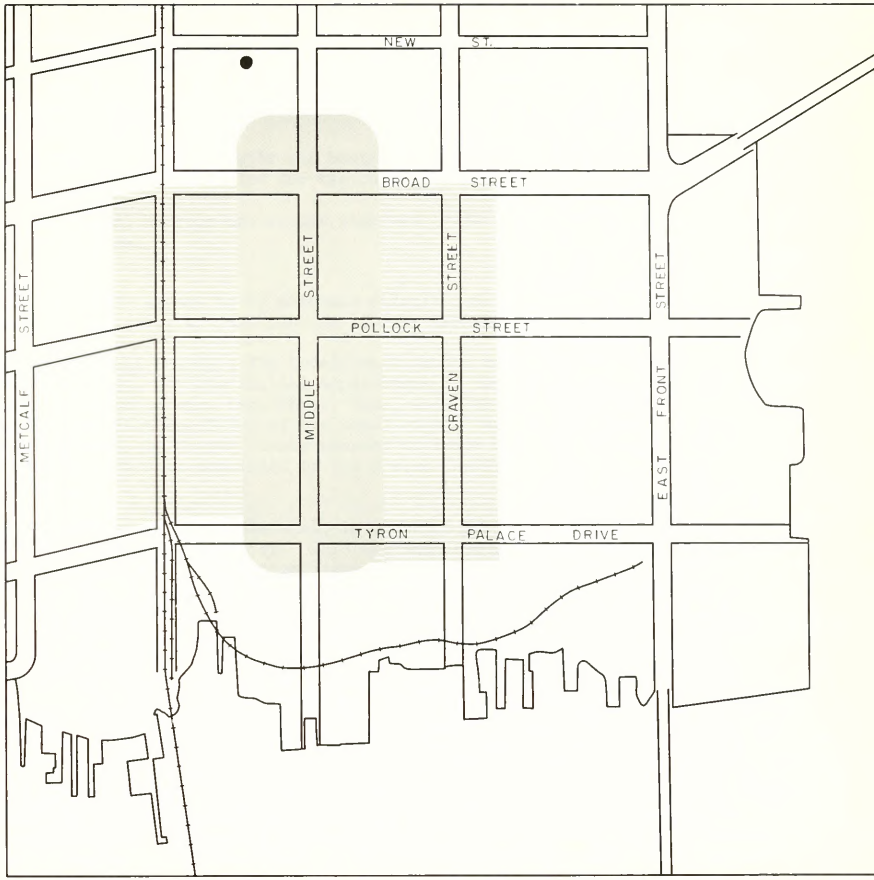
| Library System | Population | Volumes Owned | Circulation | Circulation Per Capita | Circulation Per Volume | Volumes Per Capita | Expenditures Per Capita |
|---|---|---|---|---|---|---|---|
| B H M[3] | 68,918 | 83,925 | 322,452 | 4.68 | 3.84 | 1.22 | .89 |
| Carteret County | 30,940 | 24,500 | 54,506 | 1.67 | 2.22 | .79 | .23 |
| Craven-Pamlico | 68,623 | 36,761 | 93,134 | 1.36 | 2.53 | .54 | .21 |
| Greene County | 16,741 | 14,177 | 25,704 | 1.54 | 1.81 | .85 | .21 |
| Lenoir County | 55,276 | 68,439 | 335,442 | 6.07 | 4.90 | 1.24 | 1.03 |
| Onslow County | 82,706 | 34,987 | 86,423 | 1.04 | 2.47 | .42 | .11 |
| Pitt County | 69,942 | 87,765 | 269,983 | 3.86 | 3.08 | 1.25 | .42 |
| | | Areal Average | | 2.90 | 2.98 | .89 | .47 |
| | | State Average | | 3.0 | 3.48 | .86 | .60 |

### RATINGS

| CIRCULATION PER CAPITA | CIRCULATION PER VOLUME | VOLUMES PER CAPITA | EXPENDITURES[2] PER CAPITA |
|---|---|---|---|
| Lenoir | Lenoir | Pitt | Lenoir |
| B H M | B H M | Lenoir | Pitt |
| Pitt | Pitt | B H M | B H M |
| Carteret | Craven-Pamlico | Greene | Greene |
| Greene | Onslow | Carteret | Craven-Pamlico |
| Craven-Pamlico | Carteret | Craven-Pamlico | Onslow |
| Onslow | Greene | Onslow | Carteret |

1. Information gathered from 1961 Statistics of North Carolina, Public Libraries, University and College Libraries, Special Libraries.
2. Local funds only - does not include state or federal aid.
3. Beaufort, Hyde and Martin Counties' Regional Library.

# PRIMARY AND SECONDARY LIBRARY RELOCATION AREAS. NEW BERN, N.C.




● EXISTING LIBRARY

PRIMARY AREA OF RELOCATION

SECONDARY AREA OF RELOCATION

There are four alternatives for library service in New Bern:

1. Withdrawal from the regional library with the establishment of an independent City Library. The costs involved in this would be prohibitive.

2. Allow library service to become a County function. This would mean withdrawal of all City funds from the library. This would be an ill-advised move for a city of this size.

3. The formation of a City-County Library with the central library in New Bern, branches in smaller communities and bookmobile service for the rural areas.

4. Remain a part of the regional library and assume vigorous leadership for better library service throughout the system.

Alternatives Three and Four would appear to be adequate solutions at this time. Irrespective of the choice made by the City, the following are the minimum library facilities that should be provided:

1. Revision of Local and Regional Boards. The Local Board should be reduced to ten members and appointed by the City Council. In the initial appointment of these board members, two members should be appointed for terms of one, two, three, four, and five years each. This would avoid any major change in the composition of the Local Board. An agreement should be made between the City of New Bern and Craven County whereby at least one member of the Local Library Board of New Bern shall be appointed by the Craven County Commissioners to the Regional Library Board.

2. A New Library Building. The central collection, in order to properly serve the public, should be located in the Central Business District. This has been recognized by experts on library location to be the most advantageous location since library stops are incidental to shopping and business. In New Bern, the ideal library location would be on Middle Street between its intersections with Broad Street and Tryon Palace Drive. The closer to this ideal location, the greater the use of the facility according to past experience in other communities. Primary and secondary relocation areas are shown on the map on the opposite page. Other locations would not be as desirable.

3. Abandonment of Branch. With the establishment of a properly-located central library, it will be unnecessary to maintain duplicate service at a branch library within the City. This branch should be discontinued.

4. Bookmobile Service Within the City. While New Bern is too small to justify its own bookmobile, the system is in need of the services of another unit. A bookmobile should make regular stops in areas of high-density residential development and shopping centers within the City. Various combinations of stops should be tested to determine which will produce the greatest circulation.

5. Expanded Collection. In accordance with present day standards the library collection should be expanded to one volume per person. For the existing Craven-Pamlico Regional Library this would amount to a total of 68,700 volumes of which 23,000 should be for young people. The annual replacement of books that are either worn out or no longer current should be approximately 3,450. The periodical collection should be around one hundred and fifty; half of these should be filed.

6. Expanded Service. Since the library is thought of as a cultural center of a city, music and art collections are usually circulated. The music collection should, if possible, consist of not less than eight hundred record albums (based upon Craven-Pamlico Regional Library service area). This collection ideally should be growing at an annual rate of one hundred and seventy-five albums. No fixed art collection can be recommended; however, it should be maintained at a level that will adequately meet local demands.

   A film service should also be provided by the library when such can be financed. It would be necessary for the library to purchase projection equipment; however, films can be obtained from the State Library on a monthly-rotating basis.

7. Personnel. The library, as any governmental agency, should be staffed with the best professional persons available. Infortunately, professional librarians, classified by the State, are in critically short supply. At the present, the Craven-Pamlico Regional Library System has but one who serves on a part-time basis as a librarian. The proper staff for the Craven-Pamlico Regional Library would ideally be fifteen professional librarians and thirty subprofessionals for clerical and maintenance work. The shortage of an adequate library service should be of great concern to New Bernians.

The extent of the improvements made in library service would depend upon which of the four courses of action the City chooses to follow. The recommended improvements are based on the library as it exists today.

The degree of health facilities and services available in a city is directly related to the attractiveness of the city as a place in which to live. New Bern, the focal point for health activities in Craven County, has available both public and private health facilities offering various medical services.

The provision of public health facilities in New Bern is a function of the County; however, it is the City's responsibility to see that the physical facilities are provided and located in proper relation to one another. While the considerations mentioned here are considerations of land use planning and plan effectuation through zoning, the facility dealt with is a community facility.

Recently, there has been a trend among health and related facilities to gravitate toward a hospital, thereby forming a medical district. In New Bern, it is evident that forces are at work drawing medical and related facilities toward the new Craven County Hospital now under construction. This formation of a medical-district nucleus has occurred without official direction by the City through land use planning or zoning. In order to further encourage the development of this medical district, now is the time for New Bern to exert the necessary controls that will properly guide the development of this natural grouping into a Planned Medical District.

The initial step to be taken toward the development of a Planned Medical District would be the incorporation into the land use plan of a development policy relating to the medical district and the drawing of a master plan for the development of the area.

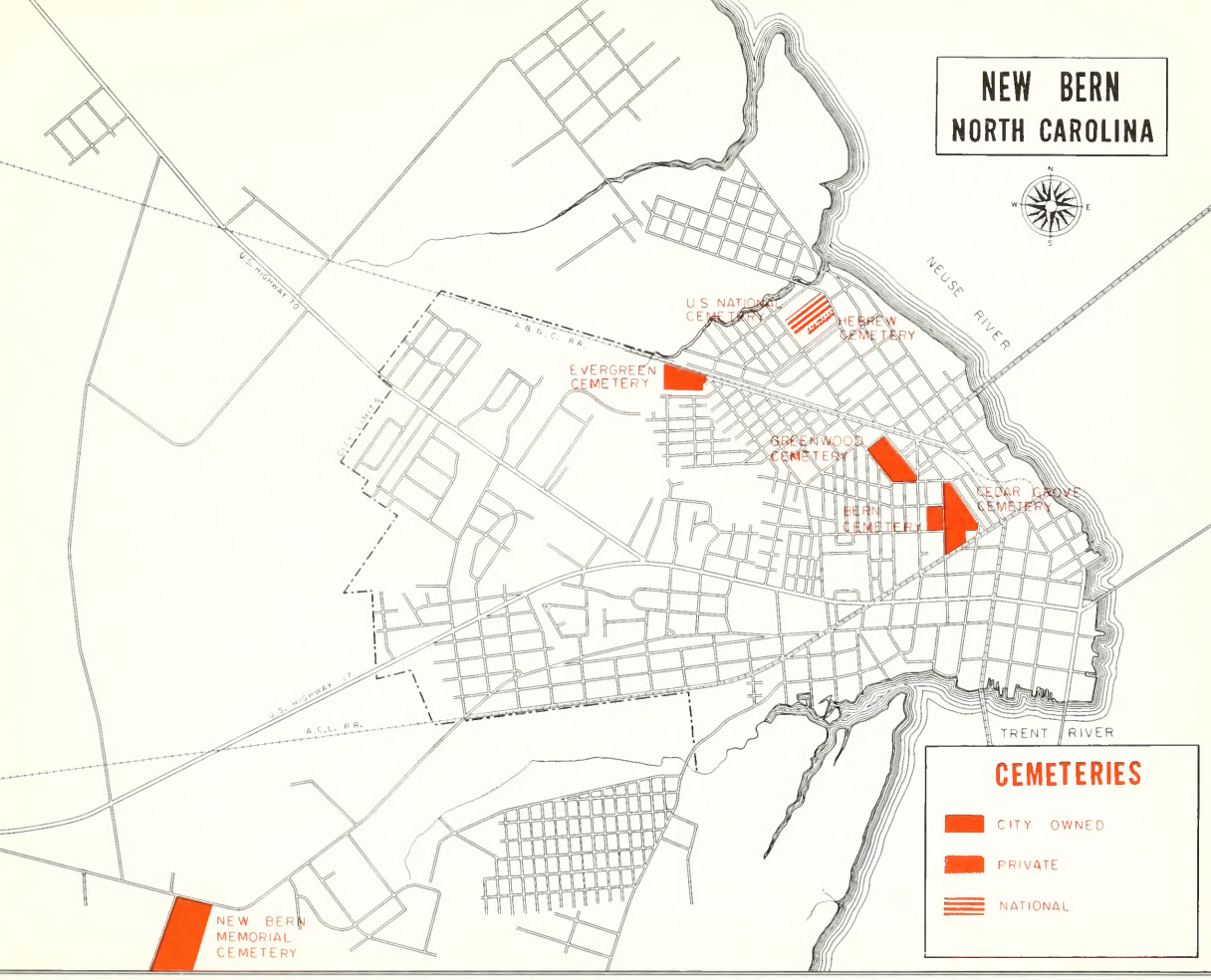
The second step would be the amendment of the Zoning Ordinance to create such a classification. This could be either an exclusive medical district or an institutional district. The latter is broader in scope and would allow a greater number of uses than just those associated with a Planned Medical District. Whichever approach is taken, however, care should be given to provide ample space for permitted uses and to exclude all incompatible uses.

While a Planned Medical District is afforded the best opportunity to develop if it is located on a major thoroughfare, the thoroughfare should not traverse the district. Since the developing medical district in New Bern is traversed by a major thoroughfare, Neuse Boulevard, consideration should be given to widening the road to provide extra lanes for turning movements. If this is not done, there will be a potential area of traffic congestion within the center of the district.

Some of the establishments that find it advantageous to locate in a Planned Medical District are as follows: offices of physicians and dentists; pharmacies; medical, dental, optical, pharmaceutical, and hospital suppliers; nursing and rest homes; medical laboratories; nurses' dormitories; businesses making and fitting prosthetics; restaurants catering to the medical district; florist shops; and public health offices. In addition to these, motels are considered to be good neighbors not only because they provide accommodations for visitors but also because their facilities can be used by outpatients.

It is probable that during this planning period, the Craven County Health Department will require more office space than is presently available in their Health Center. This building, although

specifically designed as a health center, was built over twenty years ago. If they so desire, the County Health Department should relocate in the Planned Medical District. Also, other health and health-related facilities should be encouraged to relocate into this Planned Medical District.


NEW BERN
NORTH CAROLINA
N
W
E
S
NEUSE RIVER
U.S. HIGHWAY 70
A.B.N.C. R.R.
U.S. NATIONAL CEMETERY
HEBREW CEMETERY
EVERGREEN CEMETERY
GREENWOOD CEMETERY
CEDAR GROVE CEMETERY
BERN CEMETERY
U.S. HIGHWAY 17
A.C.L. R.R.
TRENT RIVER
NEW BERN MEMORIAL CEMETERY
CEMETERIES
CITY OWNED
PRIVATE
NATIONAL

## Introduction

Many cities, like New Bern, have assumed the responsibility for providing and maintaining areas for the burial of the human dead. The cemetery business is not a profitable venture for a city to embark upon; however, once the enterprise is started, it is almost impossible for the city to withdraw. In selling the cemetery plots, the city agrees to perpetual maintenance. Many years ago, lots were sold for a price that today would not maintain the lot even for a year.

Changes in grave-marking practices from large memorial stones to name plates that are flush with the ground have made cemetery maintenance much easier. It can readily be seen that grass-mowing operations can be carried on much quicker and thus cheaper if there are no trees, monuments and statuary for the mowers to maneuver around. New Bern has adopted this philosophy in regard to grave marking in its newer cemeteries. However, the change does not ease the maintenance of the older cemeteries.

## New Bern's Cemeteries

The City of New Bern owns and maintains five cemeteries. In addition to these, there is a United States National Cemetery and a Hebrew Cemetery located within the City. These cemeteries are shown on the map on the opposite page.

Of the City-owned cemeteries, Greenwood, Bern and Cedar Grove Cemeteries are fully developed. Evergreen Cemetery which has an area of approximately 6.5 acres is about one-third developed. New Bern Memorial Cemetery located just off old Route 17 has 2,537 lots of which about 2,100 (83 per cent) remain for sale. Of the City-owned cemeteries, only the latter two have any remaining revenue-producing ability.

The cost to the City of maintaining cemeteries is about $21,000 each year. There is a maintenance staff of a sexton and six men. Because the sale of lots fluctuates from time to time, it is not possible to estimate income.

## Recommendation

In order to provide for proper cemeteries for the City of New Bern in the future, the following recommendation is made:

The City's cemeteries are clearly adequate at the present time; however, the Evergreen

Cemetery, if possible, should be expanded within the next few years. If additional land is not available at this site, a new cemetery should be prepared by the City.